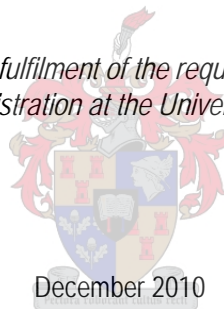


The Role of Higher Education in Public Sector Education and  
Training:  
The Case of the School of Government,  
University of the Western Cape

by  
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*Thesis presented in partial fulfilment of the requirements for the degree Master of  
Public Administration at the University of Stellenbosch*



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## **Declaration**

By submitting this thesis/dissertation electronically, I declare that the entirety of the work contained therein is my own, original work, and that I have not previously in its entirety or in part submitted it for obtaining any qualification.

**Enayatulla Hamza**

1 December 2010

## Abstract

The provision of Public Administration education and training has been under the spotlight by Higher Education Institutions (HEIs) since the early 1990's and has received further prominence by the South African government in recent years. The 1994 democratic elections has brought about challenges and opportunities for educational and training institutions, among others, to reflect on their programme content, methodology and clientele and to gear themselves towards the needs of a "developmental state". In response to these challenges and opportunities, South African HEIs of various types and sizes have attempted to introduce or reform Public Administration education and training programmes to both fit into the new political dispensation and help transform its public service. However, the emergence of these new education and training programmes have not been without difficulties.

Notable efforts have been the emergence of schools of governments or public management at various tertiary institutions all of which purport to educate and train public officials for a democratic service. The euphoria that accompanied the institutional reforms might suggest that all is well, but the reality records that not all programmes have lived to their ideals. In the light of the above context, this study focuses on the School of Government (SOG), University of the Western Cape (UWC). The school has been selected due to its formal commitment to the provision of public service education and training for the post-apartheid civil service. The study focuses on the role of the school, its leadership, structure, content and processes of education and training programmes for the public service in the country.

The study explores the broad global and national role of HEIs in general, and their particular role in the provision of Public Administration education and training. The study traces the global and national debates with respect to how public servants ought to be educated and trained, and illustrates the Public Administration education and training challenges faced in South Africa. The study also explores the legislative and policy framework governing HEIs and public sector education and training in South Africa.

The evaluation of the UWC School of Government is based on the adaptation of the IASIA/UNDESA Standards of Excellence model to measure the role and performance of the case. The case study is measured through the application of institutional and programmatic criteria. In addition to the institutional criteria, the programme criteria focuses on the SOG's programme development and review processes, its programme content, programme management and administration, and the performance of its programmes. The analysis of the case study is preceded by a historiography and background of the SOG and its education and training programmes. A critical analysis of the case study is undertaken in relation to the institutional and programmatic criteria mentioned above. Based on the findings of the study, the thesis concludes with recommendations relevant to the case study and provides more general recommendations applicable to institutions involved in the provision of Public Administration education and training.

## Opsomming

Die voorsiening van Publieke Administrasie onderrig en opleiding is onder die vergrootglas by hoër onderwys instellings (HOIs) sedert die vroeë 1990's en het in onlangse jare verdere prominensie verkry by die Suid Afrikaanse regering. Die 1994 demokratiese verkiesing het uitdagings en geleenthede vir onderrig en opleiding instellings teweeg gebring om, onder andere, te besin oor programinhoud, metodologie en kliëntebasis en om hulself in rat te kry vir die behoeftes van die ontwikkelingsstaat. In reaksie op hierdie uitdagings en geleenthede poog Suid Afrikaanse HOIs van verskillende tipes en groottes om Publieke Administrasie onderrig en opleidings programme in te stel of te hervorm sodat dit by die nuwe politieke bedeling inpas en help om die publieke diens te transformeer. Die ontwikkeling van nuwe onderrig en opleidings programme sou egter nie sonder sy eiesoortige probleme wees nie.

Die ontstaan van Skole vir Openbare Bestuur (SOB) by verskeie tersiêre instellings was aan die orde van die dag en kort voor lank was voormelde instellings almal daarop uit om staatsamptenare vir 'n demokratiese staatsdiens op te lei. Die euforie wat met hervorming gepaard gegaan het, sou die skyn wek dat alles goed en wel is, maar die realiteit toon dat nie alle programme aan die ideale wat gestel is voldoen het nie. In die lig van voormelde, fokus hierdie studie op die Skool vir Openbare Regering (SOR) aan die Universiteit van Wes-Kaap (UWK). Die SOR is gekies vanweë sy formele toewyding tot die onderrig en opleiding van studente vir die publieke sektor in *post*-Apartheid Suid-Afrika. Voorts sal die ondersoek fokus op die rol van die Skool, leierskap struktuur, onderriginhoud asook programprosesse vir onderrig en opleiding in die openbare sektor.

Die studie ondersoek die globale en nasionale rol wat HOI's in die algemeen speel en in besonder die voorsiening van onderrig en opleiding in Publieke Administrasie. Verder volg die studie die globale en nasionale diskoerse oor hoe staatsamptenare opgelei en onderrig behoort te word en illustreer, aan die hand hiervan, die uitdagings waarmee die onderrig en opleiding van Publieke Administrasie in Suid-Afrika te kampe het. Die studie ondersoek ook die wetlike en beleidsraamwerk waarbinne HOI's en die publieke sektor in Suid-Afrika gereguleer word.

Die SOR aan die UWK word dan geëvalueer aan die hand van die IASIA/UNDESA Model van Standaarde van Uitsonderlikheid wat ook die rol en vordering in die gevallestudie meet. Meting van gevallestudie geskied met behulp van die toepassing van institutionele en programmatiese kriteria. Addisioneel tot die institutionele en programkriteria word daar ook gefokus op; programontwikkeling en hersieningsprosesse, programinhoud, programbestuur en administrasie en program vordering binne die SOR. Ontleding van die gevallestudie word voorafgegaan deur 'n historiese oorsig en agtergrond van die SOR; en sy onderrig en opleidingsprogramme. In verhouding tot sy institutionele en programmatieka kriteria, soos vermeld, word die studie onderwerp aan kritiese ontleding en ondersoek. Gebaseer op die bevindings van die ondersoek, maak die tesis direk-verwante aanbevelings asook algemene aanbevelings gerig op instellings in die breë wat betrokke is by die onderrig en opleiding van Publieke Administrasie.

## Acknowledgements

I dedicate this thesis to my Late father, Abdul Hameed Hamza Hurzook who inspired me with his love for education and who taught me the lessons of life. I know he would have been very proud to see the completion of my work. May the Almighty Allah grant him Jannatul Firdoz, Insha-Allah, Ameen.

I wish to thank the Almighty Allah for granting me the strength, guidance, assistance and perseverance to complete this study.

I wish to extend my sincere appreciation and heartfelt gratitude to my mother, Rabia Hamza and my wife Zaibonnisa Hamza for their love, continuous support and encouragement throughout the period of my studies. I also wish to express my sincere thanks and appreciation to them and my two children Abdul Hameed and Nafeesah for the many months of sacrifice they have made while completing this study.

I wish to record my sincere appreciation and gratitude to all those who contributed towards making this study a success:

- I am grateful to my Supervisor, Prof. Johan Burger for his motivation, guidance and invaluable support during this study.
- I owe immense gratitude and appreciation to Prof. John Bardill who also provided me his generous and invaluable support and guidance throughout the entire study.

I wish to express my sincere thanks and appreciation to all colleagues in the UWC School of Government for their continuous support and encouragement and without whom this study would not have come to fruition.

## List of Abbreviations

- ACCEDE African Centre for Citizenship and Democracy
- APU Academic Planning Unit
- CAA Cape Administrative Academy
- CAPAM Commonwealth Association of Public Administration and Management
- CESM Classification of Educational Subject Matter
- COPRA Commission on Peer Review and Accreditation
- CPP Community Peace Programme
- CSAS Centre for Southern African Studies
- DLL Division for Life-Long Learning
- DoE Department of Education
- DoL Departments of Labour
- DPA Department of Public Administration
- DPSA Department of Public Service and Administration
- EAPAA European Association for Public Administration Accreditation
- ENA Ecole Nationale d'Administration
- FSTDI State Training and Development Institute
- GCRA Gauteng City Region Academy
- HEA Higher Education Act
- HEIs Higher Education Institutions
- HEQC Higher Education Quality Committee
- HRDPSSF Human Resources Development for the Public Service Strategic Framework
- IASIA International Association of Schools and Institutes of Administration
- IAU International Association of Universities
- IRA Regional Institutes of Administration
- ISD Institute for Social Development
- JUPMET Joint Universities Public Management Education Trust
- KZNPSA KwaZulu Natal Public Service Academy
- MINCOM Ministerial Committee
- NASPAA North American National Association of Schools of Public Affairs and Administration
- NPM New Public Management
- NQF National Qualifications Framework
- NSDS National Skills Development Strategy
- PALAMA Public Administration Leadership and Management Academy
- PLAAS Institute for Poverty, Land and Agrarian Studies
- PSETA Public Service Sector Education and Training Authority
- PSTI Public Service Training Institute
- SAQA South African Qualifications Authority Act
- SAMDI South African Management Development Institute
- SDA Skills Development Act

- SDLA Skills Development Act
- SETAs Sector Education and Training Authorities
- SLLLC Senate Life Long Learning Committee
- SOG School of Government
- UNDESA United Nations Department of Economic and Social Affairs
- UWC University of the Western Cape
- WPHRMPS White Paper on Human Resource Management in the Public Service
- WPPSTE White Paper on Public Service Training and Education
- WPTPS White Paper on the Transformation of the Public Service
- WSSD World Summit for Sustainable Development

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## Chapter One

### Introduction

#### 1.1 Introduction and Background

The provision of Public Administration education and training has become a major concern in South Africa since the early 1990s, not only for Higher Education Institutions (HEIs), but also for the public service in general. The political transition from apartheid to a liberal democracy has brought with it both challenges and opportunities for educational and training institutions, among others, to reflect on their programme content, methodology and clientele and to gear themselves towards the needs of a “developmental state”. In response to these challenges and opportunities, HEIs of various types and sizes have attempted to introduce or reform Public Administration education programmes to both fit into the new political dispensation and help transform its public service. The emphasis has been on designing programmes based on democratic values and considerations of efficiency. Furthermore, HEIs also introduced a range of short courses to augment their formal teaching programmes and as a means of providing job skills to those who had no formal experience serving in the public service. The short courses were also intended to re-orientate those already serving in the public service with a new democratic ethos.

The introduction and reforms of these programmes have over the years been largely informed by a number of policy guidelines set out by the South African Department of Public Service and Administration (DPSA) which include the following:

- The 1995 White Paper on the Transformation of the Public Service (South Africa. Ministry of Public Service and Administration, 1995);
- The 1997 White Paper on Public Service Training and Education (South Africa. Department of Public Service and Administration, 1997a);
- The 1997 White Paper on Transforming Public Service Delivery (South Africa. Department of Public Service and Administration, 1997b); and the
- The 1997 White Paper on Human Resource Management in the Public Service (South Africa. Department of Public Service and Administration, 1997c).

Collectively, the above policy documents stressed the need for the total overhaul of the system of public service education and training in South Africa. In response, notable efforts have been the emergence of schools of governments or public management at various tertiary institutions all of which purport to educate and train public officials for a democratic service. However, the emergence of these new education and training programmes have not been without difficulties. While the enthusiasm accompanying these institutional reforms were genuine, it was based on an overly optimistic understanding of the practical challenges and the reality records that not all schools and programmes have fulfilled their early promise.

As early as the 1990s several authors (Schwella, 1992; Mokgoro, 1992; Lungu, 1994) raised concerns about the state of Public Administration education and training in the country. More recently though these concerns have once again surfaced with authors expressing anxiety at the critical shortage of both “hard” and “soft” skills in the South African public service. This view is echoed by Schoonraad and Radebe (2007:119) who state that:

“Despite the limited devolution, serious capacity gaps still exist within many provincial and national departments. Local government lack dedicated capacity in many developmental programmes”.

There are at present a number of tertiary institutions providing education and training for the civil service in South Africa. For purposes of manageability, this study focuses on the School of Government (SOG), University of the Western Cape (UWC). The school has been selected due to its formal commitment to the provision of public service education and training for the post-apartheid civil service. The study focuses on the role of the school, its leadership, structure, content and processes of education and training programmes for the public service in the country.

## 1.2 Research Problem and Objectives

The author is of the opinion that while the existing literature has broadly highlighted the challenges faced by tertiary institutions in the provision of public sector education and training programmes, it has provided very limited solutions to the role that tertiary institutions should play in such provision. While the existing literature may have revealed a link that exists between the provision of education and training programmes by tertiary institutions and the shortage of skilled personnel in the public service, there has been insufficient analysis as to the causes for the gaps between the theory and practice of public administration. Furthermore, there is a lack of a systematic attempt to benchmark these institutions against key institutional and programmatic criteria. In sum, the provision of education and training programmes by Schools of Public Management and Administration seem not to address the shortage of skills in the public service.

What are the gaps in the theory and practice of Public Administration education and training programmes? To what extent has the University of the Western Cape School of Government adapted its education and training programmes to meet the skills shortages of the public service? This study seeks to answer these questions by analyzing the efforts made by the SOG in the provision of its education and training programmes. It is this information gap that the present study seeks to fill in order to provide a better understanding of the role of schools of government / public management in meeting the skill needs of the public service.

The research objectives of this study are thus focused on:

- The role of HEIs in the provision of public sector education and training;
- The development of a model against which the performance of the SOG can be tested;
- The governance structure of the SOG;

- Factors relating to the planning, operation, support and results in the provision of the School's education and training programmes; and
- The relevance of education and training programmes in addressing the skills shortage of the public service.

### 1.3 Research Design and Methodology

The type of study to be conducted in order to answer the research questions posed above becomes important in the research design. It is further stated that a research design differs significantly from the method of research (Mouton, 2001:49,55). Thus, based on the questions posed in this study, the researcher will use a case study design. The case study design allows the researcher to gain and conduct an in-depth insight and analysis of the UWC SOG. Furthermore, the case study design allows the researcher to gauge the qualitative perceptions of staff involved in the design, development, delivery, management and administration of the SOG's education and training programmes in Public Administration. Overall, the case study allows for narrative richness. In this respect, a single case study was chosen primarily to allow for an intensive analysis of the SOG and to provide a better understanding of the institutional and programmatic variables affecting the provision of Public Administration education and training. Secondly, for purposes of manageability, the study focused on a single case.

The researcher used a qualitative method to obtain the necessary data and information to address the causes of the problems highlighted in this study. In this respect, the use of both primary and secondary data has been used to inform the study. The researcher made use of exploratory questions to obtain data and to guide the conclusions and recommendations of this study. The sources of this data are listed here below.

#### Primary Data

The researcher conducted semi-structured interviews comprising a representative sample of current and former staff of the SOG. Eleven in-depth interviews were conducted with academic, administrative and professional staff directly and indirectly assigned to the design, development and delivery of the School's education and training programmes. While the researcher interviewed seven out of the eight academics involved in the teaching and training of the School's Public Administration programmes, they constituted 64% of the sample size while the administrative and professional staff each constituted 18% of the overall sample. Prior to conducting the interviews, all respondents were afforded anonymity and all information was treated with confidentiality.

#### Secondary Data

The researcher examined a variety of reports pertaining to the delivery of education and training programmes offered by the institution under review. These included its annual reports, the 2003 institutional review report and the 2007 and 2008 programme reports. Furthermore, data was also gathered from books and journals.

In addition to the primary and secondary data gathered, the research drew upon the author's 17 years of experience as an employee of the institution under study. In order to ensure the validity and reliability of the study, the researcher has

been as objective as possible when conducting the study. While views expressed during interviews may have been at variance with those of the researcher, the researcher committed to record these views accurately and reflected them in a balanced way in the study.

#### **1.4 Rationale and Significance of the Study**

The debate on how civil servants ought to be educated and trained at HEIs has been on-going for many years. The role of HEIs has in recent years received further prominence through the various policy documents as discussed earlier in section one. While the policy documents acknowledge the inimitable role played by HEIs in the education and training of public servants, HEIs are continuously placed under the spotlight with respect to the adequacy and relevance of their various Public Administration education and training programmes. At the core of the debate is the perceived gap between the teaching/training (theory) of Public Administration versus the competency and skills requirements of public servants to face the challenges of a “developmental state”.

This study is significant in that it makes a definite and meaningful contribution towards the broader discussions and debates pertaining to the role of HEIs in the provision of Public Administration education and training. More so since the study has adapted an internationally recognized model against which the performance of the case study can be tested. The study makes a definite contribution for researchers and policy makers in government in dealing with the on-going challenges in the provision of Public Administration education and training programmes.

#### **1.5 Outline of Chapters**

The thesis is comprised of 5 chapters which are structured as follows:

##### **Chapter One**

This chapter introduces the thesis and provides a rationale for the study. The chapter presents the research problem as well as the objectives of the study. The researcher also provides the design and methodology to be employed in conducting this study.

##### **Chapter Two**

Chapter Two is devoted to a comprehensive literature review in respect of the study to be conducted. The purpose of this chapter is to provide an in-depth insight into the normative theory relating to the role of tertiary institutions as well as to the provision of Public Administration education and training. The chapter further provides a comprehensive overview of the legislative and policy framework governing HEIs and the provision of Public Administration education and training in South Africa. The chapter concludes with a model against which the institutional platform and the Public Administration education and training programmes of the UWC SOG is to be measured.

### **Chapter Three**

Chapter Three provides a description of the case study, namely the University of the Western Cape School of Government. The Chapter provides a broad historical overview of the University of the Western Cape and contextualises the establishment of the SOG. The Chapter also provides a narrative on the structure, function and programmes of the School.

### **Chapter Four**

This chapter provides an in-depth analysis and evaluation of the case study through the application of the model against which the performance of the SOG was tested. The research findings are analysed and discussed in the context of the model against which the School's institutional and programme performance was tested.

### **Chapter Five**

This chapter provides a summation of the previous chapters and presents a summary of the main findings. The chapter also makes recommendations in respect of the research findings and provides a conclusion to the study.



## Chapter Two

### Literature Review

#### 2.1 Introduction

This chapter provides a descriptive analysis of the normative theory relating to the role of tertiary institutions at a global level. A brief review of the concepts relating to education and training is provided and the chapter proceeds to provide a global and South African perspective on Public Administration education and training. The chapter explores the legislative and policy frameworks for HEIs and public service education and training in South Africa. Various education and training models on offer for the provision of such programmes are described, where after the role of government training institutes and academies in meeting the education and training demands of public servants are presented. The chapter concludes with a synopsis of international standards of excellence and criteria used to measure the performance of HEIs in the provision of Public Administration education and training programmes. Based on the standards and criteria that exist, a model to measure the role and performance of the case study is provided.

#### 2.2 The Role and Functions of Higher Education Institutions

The role and functions of HEIs has for decades been under discussion and scrutiny the world over. These debates and discussions have in recent years become more acute due to the rapid changes in the global environment as well as the social, political, economic and technological challenges faced by societies.

There is general consensus that tertiary institutions play a vital role in a nation's overall development and economic prosperity. Froneman (2003:39) believes that "Higher Education has a vital role in developing an internationally competitive economy, a more affluent society and a sturdy democracy". In addressing these challenges, the South African Department of Education's (DoE) White Paper on Education 3 – A Programme for Higher Education Transformation stipulates the broad purpose of higher education. These are, among others:

- To develop the "intellectual abilities and aptitudes" of people;
- To enable people to "make the best use of their talents and the opportunities offered by society for self-fulfillment";
- "To provide the labour market... with the ever-changing high level competencies and expertise necessary for the growth and prosperity of a modern economy"; and
- "To contribute to the socialisation of enlightened, responsible and constructively critical citizens". (South Africa. Department of Education, 1997:8).

While the above provides a policy oriented approach in defining the role of HEIs, the International Association of Universities (IAU) adopted the "sustainable development" theme in 1993 and consequently convened a Round Table discussion in Tokyo, Japan in November of the same year to discuss the influential role universities should play, both at an academic and organisation level, in support of this theme. The above Round Table discussion resulted in the well-known Kyoto Declaration on Sustainable Development which confirmed the inimitable role that universities have to play,

through policy formulation and other measures, in supporting governments to address the significant challenges in their quest for sustainable development.

In supporting the above declaration, a more contemporary and practical role for tertiary institutions was defined by Rebello (2003:5) stating that:

"The unique contribution that universities have to make to help solve the overwhelming problems of global society was affirmed and this resulted in the Kyoto Declaration with about 90 international university leaders participating. The university system was seen as being uniquely equipped to lead the way by their special mission in teaching and training leaders of tomorrow..."

Supporting the above views, authors such as Van Dam Mieras (2003:9) and Winkelmann (2003:3) at the International Association of Universities (IAU) Conference on Education for a Sustainable Future held in Prague in September 2003, believed that HEIs play a vital role in educating and training individuals so that they may contribute towards the sustainable development of societies.

However, a more succinct role and function of a university was agreed upon in a declaration at the World Conference on Higher Education which took place in Paris from 5-9 October 1998 and which stated that, among others:

"...the core missions and values of higher education, in particular the mission to contribute to the sustainable development and improvement of society as a whole, should be preserved, reinforced and further expanded, namely, to: (a) educate highly qualified graduates and responsible citizens able to meet the needs of all sectors of human activity, by offering relevant qualifications, including professional training, which combine high-level knowledge and skills, using courses and content continually tailored to the present and future needs of society;" (World Conference on Higher Education: 1998).

Based on the above events, one may conclude that HEIs have a crucial role to play in supporting the transformation of societies, economies and preparing people to face the challenges of the future. While the broad role of HEIs has been brought to the fore during the above discussions, the General Report of the IAU Conference of 2003 concluded with the following remarks:

...the Johannesburg World Summit for Sustainable Development (WSSD) has made one thing unmistakably clear: the political leadership the world over is incapable of rising to the challenges of sustainability. Yet, most of the hundred or so world leaders who attended have a higher education degree from some of the world's most prestigious universities. This raises some serious questions for the higher education sector. Why is it that those people, who contribute most to wreaking havoc on poor communities and the Earth's ecosystems, are also those with BAs, MScs, and Ph.D.s and not the 'ignorant' poor from the South, they ask? The fact is that the higher education sector is failing society by producing leaders incapable of addressing the most pressing problems. If higher education is the "nursery of tomorrow's leaders",

then the sector bears profound responsibilities to create a sustainable future" (International Association of Universities General Report, 2003).

The above statement raises some profound questions and necessitates an analysis of the particular role that higher education institutions play in public sector education and training. However, at this juncture, a review on the literature on education and training in Public Administration first necessitates that the concept of education is briefly reviewed and distinguished from its sister concept of training.

### **2.3 Conceptualising Education and Training**

The literature on education and training in Public Administration reveals two opposing schools of thought in defining the education and training roles of HEIs. Some authors still advocate a purely academic role for tertiary institutions and do not see the need to bridge the gap between theory and practice. Wessels and Van Jaarsveldt (2006:17) strongly argue that "if universities stick to their fundamental 'idea', namely to transport new ideas into the minds of their students, and in this specific case into the minds of senior managers in the public service, they will undoubtedly be the most suitable provider of learning". Thus, Wessels and Van Jaarsveldt argue that universities should only teach theory and concepts to learners (i.e. new ideas) and steer away from practical considerations. These views are to an extent supported by Mafunisa and Dzungwa (2007:774), who argue that "critical theory" should be used as the basis for all teaching, failing to acknowledge the relevance and need for tertiary institutions to impart practical skills and competencies to public servants through the provision of training programmes.

The author is of the opinion that such views are based on an artificial distinction between the various functions of a university in the provision of education and training. Scheffler, regarded as one of the leading modern day educational philosophers in the United States of America, conclusively dispels the notion that universities have a purely academic role. He argues that, while a policy maker is required to understand technical (practical) issues, one is unable to divorce the theoretical foundations on which the practice rests. Scheffler further argues that the concept of education transcends that of training to incorporate aspects of value and context by examining the role of policy makers (thereby including the role of administrators). He also argues that education transcends training by:

- the need to examine "their underlying logical base and methodological background";
- drawing upon a multitude of disciplinary fields when integrating practical considerations, thus resulting in the "fusion of technical and value components of action"; and
- dealing with (policy) problems "in the fullness of everyday life, the scene of multiple human activities, experiences, purposes and needs" (Scheffler, 1984:153-154).

Scheffler (1985:102) further maintains that "This conception...emphasizes the fusion of technical and value components of action; efficiency in international activity is a virtue if, and only if, the intention is proper. The agent of policy inescapably confronts both the question of value and the question of efficiency, if the agent is at all reflective. The

policymaker stands not outside the realm of value but squarely within it". A synthesis of Scheffler's 1984 journal article and his 1985 book suggests that education and training are inextricably linked to each other and cannot be separated

Supporting Scheffler's philosophy on education and training, the White Paper on Public Service Training and Education (WPPSTE), published in 1997 by the Department of Public Service and Administration (DPSA), rejects the school of thought that makes a distinction between education and training in Public Administration by stating that it " ...rejects the rigid distinction between education and training that has been inherited from the past, which equated education with knowledge acquisition and training with operational skills training development. This division was in the past associated with the split between tertiary education and skills training by training institutions." (South Africa. Department of Public Service and Administration, 1997a:23).

In defining the concepts of education and training, the researcher ascribes to the views expressed in the above White Paper which extends and affirms the role of higher education institutions by mandating them to take responsibility for the provision of skills based training programmes to public servants, thereby treating education and training as "equally weighted components" (South Africa. Department of Public Service and Administration, 1997a:23).

## **2.4 Education and Training in the Public Sector**

The early debate on how civil servants ought to be educated and trained at HEIs may be traced back to the 18<sup>th</sup> and 19<sup>th</sup> centuries (Adedeji, 1974:118). This debate is more poignant today in the light of the developmental and global challenges faced by governments around the world. These challenges naturally place HEIs in the limelight since they are seen to be the bearers of enlightenment and prosperity for a nation. In this respect, the Final Report on the Standards of Excellence for Public Administration Education and Training released by the United Nations Department of Economic and Social Affairs (UNDESA) and the International Association of Schools and Institutes of Administration (IASIA) emphatically state that:

"Because the public seeks high quality services, organisations in the public sector must be high performing. In order to perform highly, persons working in the public sector should be of the highest level of skill and preparation. Consequently, the institutions that educate and train these persons must be always striving for excellence because, most assuredly, better governance is fundamentally related to the more effective preparation of public administrators (International Association of Schools and Institutes of Administration, 2008:4).

Despite the fact that there are divergent opinions regarding the nature and role of tertiary institutions, an examination of the literature reveals overwhelming consensus that tertiary institutions play an essential role in preparing individuals to serve the public service. Authors from across the globe are undivided concerning the role that tertiary institutions play in the education and training of public servants. Prof. Barney Pitso, Vice Chancellor of the University of South Africa is quoted in the Ministerial Committee (MINCOM) Report on the Role, Scope, Mode of Operations and Future of the South African Management Development Institute (SAMDI) as saying:

"Higher education in any country must be viewed as a national resource. It cannot and does not exist outside of the developmental environment of any society ... Education has a pivotal role to play in the development of society. Education opens up vistas of knowledge and possibility; it equips citizens with life skills, builds character, and imbues our people with understanding and with the tools to engage their environment. It connects them with their culture and with their scientific world... The success of any developmental state depends on a solid capacity in the public service that strongly believes in the ideology being pursued and in its efficacy; in a class of smart or intelligent experts or bureaucrats who can make it work, and it must be informed by evidence based research and policy. None of that, I suggest, is possible without high-level skills that higher education institutions must generate." (South Africa, Department of Public Service and Administration, 2006:24).

Supporting the above view, Janeiro (2003:2), in outlining the importance of Public Administration training to meet transformation changes in a public service, concedes that universities have been entrusted to meet the 21<sup>st</sup> century learning needs of public servants. American authors such as Davy and Reining (1958:168-169) and South African academics who include Lungu (1994:21), Bayat and Wissink (1994:277) and Kroukamp (2003:11) express a unanimous view that HEIs play a unique role in preparing administrators for the challenges of the public service. Bremer and Al Baradei (2008:2) expressed similar views while conducting an assessment of Egyptian post-graduate Public Administration programmes. They were of the opinion that graduate teaching and training programmes in Public Administration play a central role in preparing public servants to meet the daunting challenges of serving the state.

In the African context, Public Administration was first taught as an under-graduate subject on the continent as early as 1962 at the Ahmadu Bello University based in Nigeria. This was soon followed with the establishment of a professional post-graduate programme in Public Administration at the then University of Ife (now named Obafemi Awolowo University) in Nigeria (Adedeji, 1974:14-15). The initial objectives of these programmes were to capacitate the newly independent African states with the requisite skills and competencies needed after being under colonial siege for many decades. A second equally important reason was to Africanise the public service of many African countries. While substantial progress has been achieved in attaining the above objectives, governments around the world continue to need well educated, trained, competent and professional public servants. In responding to the important role HEIs play in meeting the education and training needs of governments, Adedeji states that:

"Professionalism in public administration implies the existence of a professional community, a body of knowledge, an ethos, values and standards, an ethical code of conduct and the ability and willingness to uphold standards, and discipline recalcitrant or erring members. But most importantly it implies higher qualifications" (Adedeji, 1974:21).

In the light of the above, HEIs fulfil a broad and varied role in the design, development and delivery of their teaching and training programmes to support the public sector. In assessing the above role, there is a need to differentiate the types of Public Administration education and training programmes being offered by various institutions. It is important to note that the HEIs are not homogenous in nature and that these institutions seem to have distinctly different institutional mandates and objectives.

## 2.5 Public Sector Education and Training in South Africa – An Overview

The commitment of HEIs marching towards meeting the education and training needs of the South African Public Service commenced prior to the first democratic elections and certainly gained momentum immediately thereafter. In attempting to trace the debate and discussions pertaining to Public Administration education and training in South Africa prior to 1994, the Mount Grace Consultation is found to be the most notable event at which academics and practitioners discussed and debated the state of the Public Administration education and training in South Africa. Convened by a group of progressive academics under the banner of the "The New Public Administration Initiative", the Mount Grace Consultation took place in 1991 in Magaliesberg in the North West Province. The consultation sought to enquire "how appropriate are the recruitment and training methods, the course and curriculum content, the traditions and the ethos of our present Public Administration departments to the challenges ahead of building a non-racial, democratic and economically successful society in South Africa?" (Mc Lennan & Fitzgerald, 1992:7-8).

In responding to the above question, the conference revealed numerous deficiencies in the provision of Public Administration education and training. Mokgoro (1992:30-31), addressing the same Mount Grace Consultation, stipulated that "Practitioners have found Public Administration graduates to be generally unprepared for jobs at levels where graduates from other disciplines do not usually find undue difficulties in adjusting". He further called for tertiary institutions' curricula to be re-assessed.

In summarizing the overall findings of the conference, Mc Lennan and Fitzgerald (1992:8) raised the alarm with respect to the gap between the current and desired state of public servants and the challenge of training institutions to meet this gap. The conference was concluded with a resolution stating that the present teaching, theory and practice was indeed in a crisis. The conference further resolved that:

"New approaches to the study, teaching and practice of Public Administration are necessary. These should entail:

- an explicit normative focus on inter alia:
  - promoting more democratic, inclusive and participatory government and public service at all levels of government;
  - a just, equitable and non racial society with equal access for all people to societal resources;
  - providing better public services to people to enable them to improve the quality of life and become more self-reliant;
  - maintaining sustainable economic, social and political growth and development; and
  - promoting values such as efficiency, effectiveness, productivity, accountability, responsibility and responsiveness.
- More rigorous scientific analysis, explanation and prediction of governmental and administrative phenomena supplementing their mere description is necessary.

- An open and critical debate on explanatory models for this purpose must be encouraged.
- An explicit developmental focus instead of a control and regulation orientated one must be established. This should include rationalisation between Public Administration and Development Administration.
- Developing proactive and useful international networks" (Mc Lennan & FitzGerald, 1992:23-24).

Reflecting on the above consultation, an important phenomenon emanating out of the above consultation was that "The term 'Public Administration' was discredited, being regarded as an antediluvian field inextricably linked with the rigid training of apartheid public servants". It is further argued that the conference provided the impetus for a 'Public Management' approach to the field of study and that it was regarded as "the knight in shining armour that was going to train a new generation of public servants". Following along this new approach, many universities in South Africa reformed their departments and schools of Public Administration to departments and schools of Public Management (Cameron, 2008:47-49).

A second observation to be made is that the above conference coincided with the New Public Management (NPM) paradigm sweeping across the globe to countries such as Britain, New Zealand and Australia, while in the United States of America it was labeled as 'Reinventing Government'. Indeed, the NPM paradigm was viewed as the desirable answer to many of the problems plaguing governments by shifting from an internal to an externally focused public service that was driven by markets and citizens who should be treated as customers. Some of the features of the NPM paradigm include the following:

- Limiting the role of the public service in delivery of services;
- The application of private sector management principles in the public service;
- Adopting a competitive approach through the use of market forces for the provision of public goods and services;
- Charging for services; and
- Treating citizens as customers. (Haynes, 2003:9-11; Ferlie et al, 1996:10-15; Minogue, 1998:27).

As a follow-up to above conference, the second prominent piece of literature to be found on this subject matter relates to the Mount Grace II conference that was once again held in Magaliesberg in 1999 and reflected on the teaching, training and practice of Public Administration over the past eight years. The conference reflected on existing and new challenges brought about by the changing political, social, economic, technological environment and a host of other factors.

While some progress had been made in reforming the teaching and training of Public Management programmes, many tertiary institutions were still saddled with problems associated with the paradigm shift in curricula and the overall approach to the provision of education and training programmes. Cloete (2000:24) stated that:

"The discipline of Public Administration and Management will have to reposition itself in this fluid environment and strategically review its current approach. The defects in the discipline which were identified at Mount Grace I have not yet been fully remedied".

Despite the above challenges, and in view of the enormity of meeting the training needs of the public service, the White Paper on the Transformation of the Public Service (WPTPS) adopted much of the NPM paradigm and articulated the need for HEIs to be involved in the provision of public service training along with the South African Management Development Institute (SAMDI), the then official government body charged with the responsibility for the training of public servants. The above statement was further advanced in paragraph 6.7 of the White Paper on Public Service Training and Education (WPPSTE) stating that:

“...the Government will encourage the development of a multiplicity of education and training providers operating as equals in a market place. These will include internal.....and external providers such as universities, technikons, NGOs and private training organisations” (South Africa, Department of Public Service and Administration, 1997a:10).

However, the 2006 MINCOM report, while focusing on the reconstitution of SAMDI into a public sector academy, also investigated the role of HEIs in the provision of its Public Administration education and training programmes. The report brought to fore the critical shortage of skills in the public service and attributed this to a range of factors that included, among others, the following:

- The sub-optimal efficiency of the institutions charged with skills development in the public sector;
- A variation in the overall quality and relevance of training programmes;
- The lack of common quality standards amongst HEIs;
- Poor linkages and partnerships between government and training providers;
- The fact that training programmes delivered to public servants vary significantly in curricula quality, training andragogies and assessment methods; and
- The doubtful relevance and impact of training programmes being delivered in the public service. (South Africa, Department of Public Service and Administration, 2006:12).

Based on recommendations emanating from the MINCOM report, SAMDI has transformed itself into a public sector academy incorporating a new strategy to tackle the education and training challenges of the Public Service. The new academy's strategy hinges on the use of a broad range of service providers, including HEIs, for the provision of their training programmes (South Africa. South African Management Development Institute, 2008:8). Despite the challenges listed here above, it is clear that the new academy will rely heavily on HEIs to deliver its training programmes. The above clearly indicates that tertiary institutions are indeed faced with a number of challenges in the provision of public sector training.

In April 2007 the DPSA, in collaboration with the Commonwealth Association of Public Administration and Management (CAPAM), organized a four day conference in Somerset West, Cape Town, to examine ways in which tertiary institutions and the Public Service could improve its working relationship. The conference was attended, by among others, Cabinet



Ministers from the South African government, Public Administration academics and practitioners, as well as a host of international experts in human resources management and public service reform initiatives.

The conference explored reasons as to why there was not an optimal interface between academics and practitioners in the South African Public Service and how these relationships could be improved. However, the underlying assumption for such an interface between academics and practitioners suggests that all is not well with the provision of Public Administration education and training programmes offered by tertiary institutions, or that the role tertiary institutions are supposed to play in capacitating public servants may not be at an optimal level. These views are supported by Adedeji (2007:35) who stated that "...all efforts must be made to re-orientate and refocus the universities to accept the challenge of playing an increasing role as agents of change by their direct involvement in community activity; ...by conducting and applying the findings of their research to the solutions of problems confronting their countries and people..."

Mc Lennan (2007:1), also attending the same conference, believes that there are a number of complexities related to the interface between academics and practitioners and that this primarily relates to the tension between Public Administration being treated as both an academic discipline and professional practice. She elaborates by saying "The traditional domain of academics is the generation of knowledge, yet it is often practitioners who know more about the challenges of public provisioning and the means to deal with these. This is a tension between the academic requirement for a strong scientific foundation for the discipline and the professional necessity of relevance to practice". Despite the above complexities, the MINCOM report states that HEIs, and more specifically, schools and departments of Public Administration/Management have the ability and potential:

- "To equip students, through their formal undergraduate and postgraduate programmes, with high-level critical and analytical skills and competencies, as well as appropriate attitudes and values, that can enable them to become successful leaders, managers and change agents in the public service.
- To carry out critical and innovative research and knowledge generation on the broad issues of governance, public policy, and public administration and management, that not only informs their own teaching but can also usefully inform policy making in the public sector.
- To provide more specialised short courses, based on their particular expertise, that are tailored more specifically than their formal academic programmes to the professional and technical competencies and skills required by the public sector" (South Africa, Department of Public Service and Administration, 2006:24-25).

The above synopsis, coupled with Adedeji and Mc Lennan's views and the findings of the MINCOM report, call for a deeper inspection of the provision of Public Service education and training in South Africa.

### **2.5.1 Public Sector Education – An Overview**

Some tertiary institutions have in place long standing Departments of Public Administration/Management through which their programmes are delivered, while other tertiary institutions either transformed their departments into schools of public administration/management, schools of government or established new schools/institutes of administration. Some

schools were established on the eve of the first democratic elections in South Africa while others were established soon thereafter.

There are at present 21 HEIs in South Africa comprising traditional universities and newly formed universities of technology (previously known as technikons), that offer undergraduate and postgraduate programmes in Public Administration education, as well as offer a portfolio of training programmes. The Public Administration education and training programmes on offer at these institutions vary significantly in focus and content. Six of the 21 tertiary institutions established relatively major schools/institutes of public management or government during the period leading up to the first democratic elections and in its aftermath. These schools offer a wide array of formal programmes in the field of Public Administration and an even wider selection of training programmes addressed to meet the personnel needs of the public sector (Sheoraj, 2007:227).

Emanating out of international donor intervention and support, the six schools based at the Universities of the Western Cape, Stellenbosch, Fort Hare, Pretoria, Witwatersrand and KwaZulu Natal (previously known as University of Durban Westville), formed a consortium under the banner of the Joint Universities Public Management Education Trust (JUPMET). Since its inception in 1995, the overall dual purpose of the trust, which is ceased to exist, was to strengthen the institutional capacity of tertiary institutions, and more so black universities who were regarded as 'historically disadvantaged'. The second primary purpose of JUPMET was to embark on joint fundraising activities to meet the education and training needs of the Public Service. In addition to fundraising activities, JUPMET's success hinged on their capacity to collaboratively design, develop and deliver capacity building programmes which were implemented on a country-wide basis. The above was achieved by the respective universities pooling their resources, academics and facilitators to support the delivery of education and training interventions.

At a broad level, Public Administration/Management is taught at an undergraduate and postgraduate level. At the undergraduate level most HEIs either offer a National Diploma and/or a Bachelor degree in Public Administration (South Africa. Public Administration Leadership and Management Academy, 2008:23). The fundamental aims of the undergraduate programmes are to educate students in the normative theory of the field of study as well as to provide them with conceptual and analytical skills. It may be argued that the undergraduate programmes in Public Administration offers a general education as apposed to government's expectations that these programmes would prepare students for specific occupations in the public sector. Nonetheless, the doubtful relevance of the undergraduate programmes in Public Management has been questioned by many authors over time.

Authors such as Dralle (2000:156-157) and Cameron (2005:14) explicitly raise questions about the relevance of these programmes to the skills and knowledge needs of the Public Service. For instance, Dralle declares that "I have been disappointed with the calibre of officials who hold public administration, public management or related degrees or diplomas such as human resource management or development". He further states that "In most cases I have detected little difference in the work performance of the matriculant with a relatively good pass rate and a graduate in public administration or management" (Dralle, 2000:157). Cameron (2005:14) on the other hand argues that there may be 'an element of truth' in the fact that schools of Public Administration/Management have failed to deliver quality graduates.

Conversely, postgraduate programmes on offer tend to have a more specific focus and are generally geared more towards preparing students for employment in the Public Service. At this level, HEIs have attempted to align their programmes more closely to the capacity needs of government. There seems to be an expectation on the part of the employer (government), that those who successfully complete postgraduate programmes, are geared to assume leadership positions in the public service. Fox (1998:173) maintain that the Honours and Masters programmes offer a degree of specialization for individuals seeking a profession in the Public Service.

However, in view of the dynamic and changing role of the Public Service, it seems like few postgraduate programmes would be able to equip students for specific employment in the public service. Some authors go as far as claiming that the undergraduate and postgraduate programmes are considered a “conventional pattern of education and training” which is wholly inadequate. They are of the opinion that formal programmes are slow to incorporate the rapid changes in knowledge generation and that these programmes are internally focused with an emphasis on the input elements of education and training (such as student numbers, resources, methods of instruction) as opposed to focusing on the results of the programmes. (Erasmus, Swanepoel and Schenk et al: 2005:323-324).

### **2.5.2 Public Sector Training – An Overview**

In the period after 1994, HEIs in South Africa were armed with various mandates from the South African government to offer short course training programmes to public servants. These mandates included, among others, the White Papers on the Transformation of the Public Service, the Public Service Education and Training, as well as various strategic documents listed here below in 2.7.

The provision of training in the Public Service has long been regarded as a panacea for the ills of the public service and a prime instrument to improve the performance of public servants. An expressive view on the importance of training may be found in the Malaysian public service which believes that “The objective of training is not only to upgrade knowledge and skills, but to develop the right kind of attitude and mind-set among civil servants towards the assimilation and internalisation of positive values and work ethics to support the reform effort. Training also enables civil servants to cope with increasing job demands and to achieve greater levels of performance” (Sarji, 1996:168).

In the South African context, the purpose of these short course training programmes were to provide newly appointed public servants who had no prior experience serving in the state bureaucracy with the necessary skills, knowledge and competencies. Secondly, these short course programmes were also meant as refresher courses to those already in the employ of the public service with a view of changing their orientation towards serving the socio economic needs of the broader population as opposed to serving only a select group of the population.

These programmes augmented the formal teaching programmes of HEI and were aimed at addressing the critical skills shortages of the new public service. Today, short courses form part of a broader portfolio of programmes offered by departments and schools of public management/government. Unlike the formal under-graduate and post-graduate programmes, which are designed to meet the learning needs of a much broader student market, short course programmes are by and large tailored to the specific competency and skills requirements of the Public Service.

There is, however, an important distinction that needs to be made in how HEIs approach the provision of its under-graduate and post-graduate programmes, as opposed to its short training programmes. Whilst both the under-graduate and post-graduate programmes attract government subsidies for the throughput of students, training programmes do not generate any such subsidy from the state (Sheoraj, 2007:231). On the contrary, due to the decline of state funding to HEIs, training programmes are frequently treated by HEIs as a much needed “third stream income”.

The fact that HEIs have aggressively entered the training market is largely attributed to the model of public service education and training adopted in South Africa. The following section provides a more in-depth understanding of the legislative and policy framework guiding the provision of Public Administration education and training in South Africa, followed by a discussion on the model of Public Administration education and training adopted in South Africa.

## **2.6 Legislative and Policy Framework for Higher Education Institutions**

The broad legislative and policy framework for HEIs and the provision of public sector education and training has evolved through a trio of three government departments, namely the Departments of Labour (DoL), Education (DoE) and more specifically DPSA. The DoL has to a large extent been responsible for addressing the skills requirements of the country while the DoE has simultaneously put in place an education and training framework to meet these needs. Running somewhat parallel to the above initiatives, the DPSA has been in the forefront of addressing the policy and strategy requirements for the education and training of public servants.

In mapping out the legislative and policy framework for skills development, the DoL introduced the National Skills Development Strategy in 2001 (Sheoraj, 2007:123). This was subsequently revised in 2005. The revised National Skills Development Strategy (NSDS), covering the period 2005 to 2010, aims to support the sustainable growth of skills in the country and further the development of institutions charged with the responsibility of skills development by brining into line the provision of skills programmes with the needs of the workplace. (South Africa. Department of Labour, 2005:1).

The revised NSDS rests on 5 key objectives, which include the following:

- Objective 1      Prioritising and communicating critical skills for sustainable growth, development and equity.
- Objective 2      Promoting and accelerating quality training for all in the workplace.
- Objective 3      Promoting employability and sustainable livelihoods through skills development.
- Objective 4      Assisting designated groups, including new entrants to participate in accredited work, integrated learning and work-based programmes to acquire critical skills to enter the labour market and self-employment.
- Objective 5      Improving the quality and relevance of education and training provision. (South Africa. Department of Labour, 2005:3-18).

However, the introduction of the first NSDS rested on various legislation promulgated in the mid 1990s. These included the Skills Development Act, 1998 (Act No. 97 of 1998) and the Skills Development Levies Act, 1999 (Act No. 9 of 1999).

The establishment of the Skills Development Act, 1998 (SDA), set in motion a legislative framework which sought to link the overall provision of training and education with the skills requirements of the workplace on the one hand, and the National Qualifications Framework (NQF) established three years earlier. The aim of the SDA has been to develop and implement a strategy to improve the skills and competencies of employees in the workplace and to make provision for learnerships that would result in people obtaining qualifications that are practically relevant and recognised in the workplace. The SDA further makes provision to finance skills development through the introduction of a National Skills Fund.

The SDA recognises that both the employer and employee have a key role to play to achieve an educated and trained workforce. In this respect, some of the key objectives of the SDA are to:

- “Develop the skills of the South African workforce;
- Improve the quality of life of workers, their prospects of work and labour mobility;
- Improve the productivity and competitiveness of employers;
- Encourage employers to use the workplace as an active learning environment;
- Provide employees with the opportunities to acquire new skills;
- Encourage employees to participate in leadership and other training programmes;
- Improve the employment prospects of previously disadvantaged individuals through the provision of education and training programmes;
- Increase the levels of investment in education and training in the labour market and to improve the return on that investment; and
- Improve the delivery of social services” (South Africa. Skills Development Act, 1998:8).

The SDA stipulates that the above objectives would be achieved through the establishment of the National Skills Authority comprising stakeholders which would allow them to contribute towards setting the national skills policy and strategy. The Act also made provision for the establishment of Sector Education and Training Authorities (SETAs) and the Skills Development Levies Act, 1999 (Act No. 9 of 1999) which was promulgated in April 1999. The establishment of SETAs are based at the discretion of the Minister of Labour and are categorized according to employment sectors where the education and training needs of employees are similar. In the case of the public sector, the Public Service Sector Education and Training Authority (PSETA) was established by the DoL in March 2000 along with 23 other SETAs (South Africa. Department of Labour, 2008:3).

SETAs are responsible for the development of sectoral skills plans that are informed by the broader skills development strategy, as well as the workplace skills plans developed within individual institutions and organisations in a particular sector. In responding to the above, the SETAs are endowed with the responsibility to collect and disburse skills development levies to employers and other institutions who have conducted education and training programmes that fit within the ambits of the workplace skills plan and/or the sectoral skills plan.

However, unlike other SETAs, the PSETA is not an autonomous body and is housed in the DPSA. As government departments are exempted from the skills levy, the PSETA receives its funding from the National Treasury via the DPSA (South Africa. Department of Labour, 2008:3).

At a policy level though, the primary focus of the SDA is to integrate both the strategy and policy of skills developments with the practical needs of the workplace and the dictates of the NQF for education and training. Accordingly, the DoE is viewed as a key stakeholder to facilitate the onerous task of structuring the education and training landscape.

In addition to the SDA and the SDLA, the education and training landscape of HEIs in South Africa is governed by the following:

- The Higher Education Act, 1997(Act 101 of 1997) (HEA);
- The South African Qualifications Authority Act, 1995 (Act No 58 of 1995) (SAQA); and
- The Higher Education Qualifications Framework (Gazette no. 30353 of 2007).

Post 1994, the mandate for HEIs in South Africa to provide a broad range of education and training programmes to meet the general workplace needs as well as those of the public service, is derived from the HEA. The HEA was promulgated with the purpose of providing for the establishment, regulation, funding and quality assurance of higher education institutions and replaced the previous Tertiary Education Act of 1988 (South Africa. Higher Education Act, 1997:44).

In addition to vesting education and training powers to HEIs, the HEA also provided for the establishment of the Council on Higher Education (CHE) that in turn provided for the creation of a permanent Higher Education Quality Committee (HEQC). The HEA stipulates that the HEQC is automatically accredited as an education and training quality assurance body by the SAQA that was established 2 years prior to enactment of the HEA.

The HEQC is assigned, among others, the responsibility to:

- Promote quality assurance in higher education;
- Audit the quality assurance mechanisms of higher education institutions; and
- Accredite programmes of higher education (South Africa. Higher Education Act, 1997:11).

HEIs are thus guided by the HEQC in the implementation of the NQF when offering education and training programmes.

More importantly though, the SAQA Act stipulates that the driving objectives of the NQF are to:

- “Create an integrated national framework for learning achievements;
- Facilitate access to, and mobility and progression within education, training and career paths;
- Enhance the quality of education and training;
- Accelerate the redress of past unfair discrimination in education, training and employment opportunities; and thereby
- Contribute to the full personal development of each learner and the social and economic development of the nation at large” (South Africa. South African Qualifications Authority Act, 1995:2).

While the initial framework comprised of 8 levels on which education and training standards were registered, this framework was revised in 2007 by the Ministry of Education. The Higher Education Qualifications Framework (Gazette no. 30353 of 2007) essentially provides policy guidelines for the determination of a qualification structure for HEIs in South Africa. The new structure was designed with the intention of improving the overall coherence of higher education programmes and to facilitate more easily the articulation of higher education qualifications. More specifically, the new framework for HEIs is designed to:

- "Be sufficiently flexible to accommodate different types of higher education institutions and enable institutions to pursue their own curriculum goals with creativity and innovation;
- Facilitate the education of graduates who will contribute to the social, cultural and economic development of South Africa and participate successfully in the global economy and knowledge society;
- Enhance the development of a vibrant, high quality research system;
- Be compatible with international qualifications frameworks in order to ensure international recognition and comparability of standards;
- Be suitably flexible to accommodate the development of new qualification types and specialisations as the need arises;
- Be simple, clear, easy to understand and user-friendly for the higher education system and its clients;
- Facilitate qualification articulation across the higher education system and assist students to identify potential progression routes, particularly in the context of lifelong learning; and
- Articulate with the rest of NQF" (South Africa. Gazette no. 30353, 2007).

The new framework makes provision for 10 levels as apposed to the previous 8 levels. HEIs are mandated to provide programmes at 6 of the 10 levels with under-graduate programmes occupying levels 5 to 7, while post-graduate programmes occupy levels 8 to 10. The diagram below provides a schematic representation of the revised higher education framework.

National Qualifications Framework for Higher Education Institutions	
NQF Exit Level	Qualification Type
	<b>Post-Graduate Qualifications</b>
10	Doctoral Degree
9	Master's Degree
8	Bachelor Honours Degree
8	Post-Graduate Diploma
	<b>Under-Graduate Qualifications</b>
7	Bachelor's Degree
7	Advanced Diploma
6	Diploma

6	Advanced Certificate
5	Higher Certificate

In supporting the above national qualification framework for HEIs, the South African National Department of Education (DoE) recognises Public Administration as a field of study within HEIs under its Classification of Educational Subject Matter (CESM) number 19 titled “Public Management and Services” and which has various sub categories. The category is described as:

“A broad area of study concerned with the formulation, implementation, administration, evaluation and management of public policies, programmes and services, including criminal justice and correctional services” (South Africa. Department of Education, 2009:172).

## 2.7 Policy and Legislative Framework for Public Sector Education and Training

In contextualizing the role of HEI in the provision of Public Administration education and training, a number of policy and strategy documents articulate the important role that institutions of higher learning play in developing the human resource capacity of public servants in South Africa. These include, among others:

1. The White Paper on the Transformation of the Public Service (South Africa. White Paper on the Transformation of the Public Service, 1995);
2. The White Paper on Public Service Training and Education (South Africa. Department of Public Service and Administration, 1997a);
3. The White Paper on Human Resource Management in the Public Service (South Africa. Department of Public Service and Administration, 1997c); and
4. The Human Resource Development Strategy for the Public Service - 2002-2006 (South Africa. Department of Public Service and Administration, 2002);
5. The Human Resource Development for the Public Service Strategic Framework – Vision 2015 (South Africa. Department of Public Service and Administration, 2007).

In mapping out the legislative and policy framework for public sector education and training, the 1995 White Paper on the Transformation of the Public Service (WTPS) recognised the need to invest in the education and training of public servants as part of transforming the South African public service. The above WTPS viewed education and training as key instruments to:

- Equip public servants with the necessary skills, competencies and knowledge to perform their jobs more effectively;
- Increase the racial representativeness of the public service;
- Allow public servants to reorientate themselves to the political changes that had developed with the dawn of a new democracy;
- Allow public servants to acquire a more developmental oriented approach to their work; and



- Facilitate institutional changes required within the Public Service (South Africa. Ministry of Public Service and Administration, 1995:53).

As a consequence and response to the views expressed in the WPTPS, the DPSA released two key policy documents to address the issue of human resources development in the public service, namely the White Paper on Public Service Training and Education (WPPSTE), released in July 1997, as well as the White Paper on Human Resource Management in the Public Service (WPHRMPS) which was introduced in December of the same year.

The WPHRMPS, which set forth a policy framework to enhance the human resources of the public service, indicated the need for “other institutions”, (ie. tertiary institutions) to deliver education and training programmes (South Africa. Department of Public Service and Administration, 1997c:37). Similar sentiments were expressed in the 2002-2006 Human Resource Development Strategy for the Public Service that aimed to provide a more consistent approach to the development of human resources (South Africa. Department of Public Service and Administration, 2002:29). Of late, the government’s revised Human Resources Development for the Public Service Strategic Framework – Vision 2015 (HRDPSSF) again prominently acknowledges the fundamental role of HEIs. The HRDPSSF indicates that the full potential of HEIs in the provision of education and training programmes has not been attained. In recognising the role of HEIs, the HRDPSSF stipulates that:

“HEIs and FETs must play a more direct role in the education of public servants. This must be done collaboratively and in partnership with Government departments in order to ensure currency and relevance in the content and approach to training. It must be undertaken through MOUs and incentive funding in order to maximize interest in such partnerships and build consistency and commitment. Similarly the public service must provide support to learners so that they could participate in relevant programmes in higher education” (South Africa. Department of Public Service and Administration, 2007:72).

In seeking to further entrench the role and relevance of HEIs in the domain of Public Administration, the 1997 WPPSTE gives prominence to the higher education sector to meet the education and training demands of the public service. The WPPSTE sets forth a national policy framework that specifically guides the development and implementation of public sector education and training with a view to improving the performance and productivity of the public service. It also attempts to benchmark the provision of such education and training against international trends, competency based education and training models, as well as with the SAQA.

The introduction of the WPPSTE was aimed at ensuring that: “public service education and training would be:

- Strategically linked to broader processes of transformation, institution building and human resources development within the public service;
- Strategically linked to the NQF and SAQA frameworks, as well as to the Department of Labour’s proposals for a new Skills Development Strategy;
- Strategically planned and effectively resourced;
- Based on the elevation of the importance and status of training and trainers;

- Effectively organised, coordinated and accredited in ways which promote quality, accountability and cost-effectiveness;
- Flexible and decentralised within national norms and standards;
- Based on broad participation and involvement by all relevant stakeholders;
- Capable of promoting uniform outcomes through a multiplicity of accredited providers;
- Capable of promoting access by all personnel to meaningful training and education opportunities;
- Capable of promoting the empowerment of previously disadvantaged groups;
- Capable of facilitating the development of effective career paths for all public servants;
- Demand-led, needs-based and competency-based; and
- Capable of promoting positive learning outcomes which add value to individual and organisational capacity" (South Africa. Department of Public Service and Administration, 1997a:4-5).

In ensuring that the aim of the WPPSTE is linked to broader imperatives than those listed above, the WPPSTE's mission was in essence to provide a form of cohesion in the provision of public sector education and training through:

"The creation of a coordinated framework for ensuring the provision of appropriate, adequate and accessible public service training and education that will meet the current and future needs of public servants, the public service and the public, and contribute positively to the realisation of the vision" (South Africa. Department of Public Service and Administration, 1997a:25).

The WPPSTE also adopts a number of principles that guides the provision of public sector education and training. These principles include the following:

- "Equality of access by all personnel at all levels to meaningful training and education opportunities;
- Empowerment of previously disadvantaged and marginalised groups;
- Democratic, non-racist and non-sexist policies, practices and values;
- Lifelong learning, particularly through the NQF framework;
- Effective career paths for all public servants;
- Broad participation and involvement by all relevant stakeholders, including the public;
- Mutual understanding and respect, and tolerance for diversity;
- Quality and cost-effectiveness in human resource utilisation;
- Efficiency, effectiveness and responsiveness;
- Professional service ethos;
- Accountability and transparency; and
- Flexibility and decentralisation within national norms and standards" (South Africa. Department of Public Service and Administration, 1997a:24).

In formulating a policy to launch appropriate vehicles for the provision of public sector training and education, the 1997 WPPSTE considered various models, or options for the delivery of public sector education and training. In this regard, South Africa was thus privileged in being able to rely on the previous lessons learnt from other countries that had established models of public sector training and education. In this respect, the WPPSTE provided four broad policy options for consideration (South Africa. Department of Public Service and Administration, 1997a:26-27). These options are highlighted below.

**(i) Provision of Education and Training by Central Government**

The first policy option considered was to centralize the provision of public sector education and training. This centralized model was considered on the basis that South Africa, being only three years into its democracy, was still a nascent and developing democracy and therefore in need of significant central government support. The model presupposed that all public servants would undergo their public service training and education through a centralized state institution. An example of this model may be found in France which has the centralized Ecole Nationale d'Administration (ENA) as well as the Regional Institutes of Administration (IRA).

However, this model was found to be too prescriptive for the South African context. Furthermore, it was in contradiction to the spirit of various other government policy documents, which advocated a more flexible, creative and decentralized approach to the provision of public sector education and training. The cost benefit of such a model also weighed heavily against it. The vast geographical area of the country, its large bureaucracy geared towards serving all citizens as well as the depth and breadth of education and training required, made the centralized model ineffective, inefficient and logistically challenging.

**(ii) Provision of Education and Training Through State Decentralization**

This second policy option was considered on the basis that it offered the government a large degree of flexibility by permitting both the national and provincial spheres of government to freely design, develop and deliver their training and education programmes as they saw fit. However, this model was discarded on the basis that it was likely to result in the uncoordinated provision of education and training programmes, more so, since the provinces in the country were all newly established.

**(iii) Provision of Education and Training Through Non-State Decentralization**

The third model was based on the assumption that public service education and training should be completely decentralized in ways that would enable government departments to exercise their choice in determining which service provider would best suite their particular learning needs, without interference from the state. An example of this model is found in the United States of America where public servants and departments may choose their preferred institution (such as the Harvard Kennedy School of Government, for example) to undergo public service education and training. As with the state decentralization model, the Government's main concerns with this model was that it would be very difficult to coordinate in line with national norms and standards, and that it could easily lead to the unnecessary duplication of programs.

**(iv) Decentralized Provision by State and Non-State Providers in a Coordinated but Competitive Framework**

After considering the above three options, the Government chose to adopt what the WPPSTE referred to as a “Coordinated Flexible Competency-Based Model.” Under this model, the central government would provide strategic direction, set norms and standards for the provision of public service education and training and be responsible for the overall co-ordination of such activities, particularly through what was then called SAMDI. The actual provision of training and education, however, would be provided by in-house and external providers on an equal and competitive basis. Largely influenced by the New Public Management (NPM) paradigm, this model provided for government departments, at both the national and provincial levels, to select institutions that may best attend to the learning needs of its personnel. It also provided a competitive environment for both internal (government) and external providers to be able to deliver relevant programmes to public servants.

However, recent developments indicate that the above model has now been modified in line with a 2006 Cabinet decision which approved that SAMDI be reconstituted into a public sector academy. Whereas SAMDI was both viewed a “player and referee” in the provision of education and training, the new academy’s focus is now to play a more facilitative and co-ordinating role in the provision of public sector education and training as opposed to the Academy itself being involved in the direct delivery of such programmes (South Africa. South African Management Development Institute, 2008:8). In this regard, the following section provides an overview of the roles and functions that government training institutes play in meeting the education and training needs of the public service in South Africa.

## **2.8 The Government Training Institutes in South Africa**

### **2.8.1 The Public Administration Leadership and Management Academy (PALAMA)**

The Public Administration Leadership and Management Academy (PALAMA), formally known as SAMDI, is at present the official arm of the South Africa Government charged with the responsibility to facilitate and co-ordinate the education and training of public servants in South Africa. SAMDI’s mandate was derived from the Public Service Act, 1994 and replaced the Public Service Training Institute (PSTI) (Coetzer, 2006:73). However, during April 1998, SAMDI ceased operating as a government department due to organizational problems that included poor performance, inadequate staffing, organizational structure and a lack of capacity and was consequently absorbed into the Department of Public Service and Administration as a Chief Directorate. SAMDI was subsequently reconstituted as a fully fledged Schedule One government department with its own Director General (Hamza & Bardill, 2007:8).

In 2005 the Cabinet called for a report as to whether SAMDI was effectively positioned to attend to the future education and training needs of public servants employed in a developmental state. In response, the Minister of Public Service and Administration appointed a MINCOM in 2006 to conduct an appraisal of SAMDI’s role. The MINCOM found that SAMDI in its present form was not well positioned to attend to the future education and training challenges of the public service due to it being exceedingly bureaucratic and inflexible, and that its dual role as provider and co-ordinator of education

and training had caused it to be in competition with other service providers in the market place (Hamza & Bardill, 2007:8).

Based on recommendations emanating from the MINCOM report and Cabinet's decision in November 2006, SAMDI was transformed into a public sector academy under the name of PALAMA. Its statutory mandate is to "enhance the quality, extent and impact of the development of human resource capacity in government institutions through appropriate education and training" (South Africa. Public Administration Leadership and Management Academy, 2009).

PALAMA seeks to fulfill this mandate through its goal to:

"...foster and co-ordinate the effective delivery of training and capacity building in practical management skills for a developmental state and in the common ethos and values required for a professional public service."  
(South Africa. Public Administration Leadership and Management Academy, 2008:1)

In attempting to achieve the above goal, PALAMA has adopted a radical shift in strategy and focus. The strategy is based on the extension of their training programmes to reach a large number of public servants. PALAMA has shifted its focus to three key areas. These include:

- " To shift from being a provider of training to a facilitator of training;
- To move from being a competitor in the provision of training to collaborating with other service providers; and
- To extend its coverage from selective to comprehensive or "massified" coverage." (South Africa. South African Management Development Institute, 2008:4-8).

In addition to PALAMA, four out of the nine provinces in South Africa have established academies to offer public service education and training to officials within their respective provincial administrations. These are based in the provinces of the Western Cape, KwaZulu Natal, Free State and Gauteng. The four academies/institutes, despite being established at different times, are in an embryonic stage of development. These academies/institutes are in essence driven by the need to lead and co-ordinate the overall human resource development of its provincial staff through the design, development, delivery, monitoring and evaluation of relevant education and training programmes.

### **2.8.2 Cape Administrative Academy (CAA)**

Of the four academies established thus far, the Cape Administrative Academy (CAA) was the first provincial academy to be established. Founded in late 1997, the CAA was born out of the provincial government's need to provide a more centralized and integrated approach to the development of public servants in the province. The CAA's main campus was formally opened in 1999 and is located on a farm named Kromme Rhee in the Stellenbosch area of the Western Cape (South Africa. Cape Administrative Academy, 2002:8). The overall purpose for the establishment of the CAA was, among others, essentially to:

- Provide transversal training programmes to all staff of the Western Cape Provincial Government, as well as to cater for the training needs of national departments whose regional offices staff are based in the Province; and

- Host conferences, symposia, seminars at a provincial, national and international level (Du Toit Goussard, 2008:115-116).

However, the changing legislative and policy environment governing education and training in South Africa consequently led to the Academy shifting its focus from its essential role of a training provider to a much broader role of strategic human resource development in the Province of the Western Cape.

Housed under the jurisdiction of the Office of the Premier of the Western Cape, the CAA's mandate has thus been broadened to provide a variety of services that are aimed at promoting the development and maintenance of its human resources in the province. Among others, the CAA's strategic objectives are to:

- Provide accredited and benchmarked training interventions based on learning needs assessments and best practices;
- Develop and maintain national and international partnerships to enhance the CAA's provision of training and development;
- Integrate and promote human resource development functions;
- Develop, maintain and implement the provincial human resource development strategy;
- Developing SAQA-aligned curricula, based on organisational needs and impact assessment;
- Align course materials to unit standards as set out by the NQF and the SAQA; and
- Provide strategic leadership to the provincial departments in respect of human resource development (Du Toit Goussard, 2008:117).

### **2.8.3 Free State Training and Development Institute (FSTDI)**

Following in the footsteps of the Cape Administrative Academy, the second provincial academy to be established in South Africa was launched by the Free State Provincial Government in 2002 under the banner of the Free State Training and Development Institute (FSTDI). Falling under the auspices of the Office of the Premier, the establishment of the institute was premised on the need to develop the skills base of public servants in the Province through a three-prong approach by means of the following:

- To provide and co-ordinate the provision of generic training to all departments within the Free State Provincial Government;
- To ensure that courses are customized and address the skills needs of the provincial departments; and
- To enhance the establishment of a corporate culture through the provision of generic training programmes (Sookdin, 2009:1).

Thus, the FSTDI was based on the premise of playing a strategic role in guiding and co-ordinating provincial departments with respect to the provision of transversal training programmes to its provincial public servants.

Additionally, the institute seeks to establish and monitor the implementation of human resource training and development partnerships (Sookdin, 2009:1-4).

#### **2.8.4 The KwaZulu Natal Public Service Academy**

The KwaZulu Natal Public Service Academy (KZNPSA) is based in the KwaZulu Natal Province and is still in its nascent stage of development. Launched in July 2007 and housed in the Office of the Premier, the KZNPSA's function is to facilitate a systematic approach to the provision of specialist training programmes to officials within the province (South Africa. KwaZulu Natal Provincial Public Service Training Academy, 2009a).

Furthermore, it also seeks to provide a broad range of organizational development services to its provincial departments. The academy is guided by its mission is to "To Deliver High Quality Competency Based Learning and Development programmes..." (South Africa. KwaZulu Natal Provincial Public Service Training Academy, 2009b).

#### **2.8.5 Gauteng City Region Academy**

The Gauteng City Region Academy (GCRA) is the fourth and youngest academy and is based in the Gauteng Province. Still in its early stages of development, the Academy was established in 2008 and information on the Academy is limited at the time of conducting the research. As opposed to its other provincial counter-parts, the GCRA falls under the auspices of the Gauteng Provincial Department of Education and not under the Department of the Premier (South Africa. Gauteng City Region Academy, 2009a).

The GCRA seeks to play an instrumental role in strengthening the overall capacity of public servants through the provision of knowledge and skills based programmes to meet the demanding service delivery initiatives in the Province. In aiming to meet the capacity needs of public servants, it seeks to establish linkages with, among others, higher education institutions (South Africa. Gauteng City Region Academy, 2009b).

#### **2.8.6 Review of Provincial Institute and Academies**

It is significant to note that despite being established with a clear mandate to lead the provision of relevant and needs based education and training programmes to its public servants, the bulk of the programmes being offered by the above academies and institutes are in fact out-sourced to HEIs and other service providers.

An overview of the three academies and one institute suggests that there are a number of features that distinguishes them from one another. The first notable difference is that some institutions have as their primary focus the provision of generic management training, while the others (such as the CAA and the KZNPSA) extend their focus to include specialized training. Secondly, the CAA is the only academy which views its student market as those public servants in the employ of both provincial and national government departments within the Western Cape Province, while the rest seem only to be focused on public servants serving in the Provincial Departments. Thirdly, only one out of the four institutions (namely the CAA), plays a more encompassing role by being the lead driver of the Province's human

resource development strategy, as well as seeking to steer the development of its public servants through the initiation of a range of activities that extend beyond generic training only.

Having outlined the above differences, questions arise as to the adequacy of institutions charged with the responsibility of educating and training public servants. What are the hallmarks of high performing institutions in meeting the education and training demands of the public service? What criteria, if any, should be applied to determine the relevance and adequacy of these institutions, and in particular HEIs, in the provision of Public Administration education and training programmes?

The following section seeks to answer these questions in the context of providing a yardstick with which to measure the case study.

## **2.9 Standards of Excellence for Higher Education Institutions**

HEIs charged with the responsibility to provide Public Administration education and training, bear the responsibility of having to produce students capable of confronting the mammoth challenges of developing and implementing state policies that are geared towards serving a wide spectrum of stakeholders and citizens. HEIs are continuously under the spotlight with respect to the quality of students being produced for these challenges. In capturing the quintessence of these challenges, various education and training bodies have generated principles, or standards with which to measure whether institutions are worthy of providing Public Administration education and training.

A review of the literature reveals three notable bodies that have developed institutional principles, or standards that may be used as yardsticks to measure how well an institution is rated, or performing in the provision of Public Administration education and training. These bodies include:

- The North American National Association of Schools of Public Affairs and Administration (NASPAA);
- The European Association for Public Administration Accreditation (EAPAA); and
- The joint collaborative efforts of the United Nations Department of Economic and Social Affairs (UNDESA) and the International Association of Schools and Institutes of Administration (IASIA).

### **2.9.1 North American National Association of Schools of Public Affairs and Administration**

The North American Council on Higher Education Accreditation recognises the National Association of Schools of Public Affairs and Administration (NASPAA) as the formal accrediting body to endorse Public Administration masters programmes in the United States of America. The NASPAA consists of approximately 250 member institutions involved in the provision of both under-graduate and post-graduate Public Administration programmes. Members seeking accreditation of their Masters programmes agree to subject themselves to a peer review process developed by the Commission on Peer Review and Accreditation (COPRA). The NASPAA believes that the purpose of the standards "is to promote and maintain educational quality and to provide professional education in public policy and administration. ...these standards are designed to meet the diverse educational needs of full-time and part-time students who are



changing careers and students with interest in different career specialties in public policy and administration" (National Association of Schools of Public Affairs and Administration, 2008).

The NASPAA has developed nine standards that cover the following areas:

1. Program Eligibility for Peer Review
2. Program Mission
3. Program Justification
4. Curriculum: Common Core and Specializations
5. Faculty
6. Administration of Students
7. Student Services
8. Support Services and Facilities; and
9. Off-Campus and Distance Education Programs

While the above standards are deemed relevant, the major weakness of these standards is that they are only applicable to Masters programmes and ignore Under-Graduate programmes and the provision of training programmes.

### **2.9.2 The European Association for Public Administration Accreditation (EAPAA)**

The EAPAA is the second notable body involved in the accreditation of European Public Administrations programmes at tertiary institutions and academic institutes. The EAPAA acknowledges that the criteria established for the accreditation of programmes have to a large extent been influenced by the NASPAA. Like programmes accredited by the NASPAA, institutions in Europe seeking accreditation from the EAPAA, are required to subject themselves to a peer review process. The accreditation standards are designed with the intention of providing a framework for the evaluation, maintenance and improvement of Public Administration programmes. (European Association for Public Administration Accreditation, 2006a).

However, as apposed to the NASPAA, which only accredits Masters programmes, the EAPAA makes provision for the accreditation of many different types of Public Administration programmes on offer in European countries. To accommodate such differences, the EAPAA uses the 1999 Bologna Treaty to distinguish between four categories of accreditation which include the following:

- Public Administration programmes at Bachelor level (3 or 4 years);
- Public Administration programmes at Masters level (1 or 2 years);
- Public Administration Programmes combining both Bachelor and Masters programmes (4 or 5 years); and
- Executive type Masters programmes (1 or 2 years).

The EAPAA has 11 standards used to evaluate Public Administration programmes. These 11 standards focus on:

- **Domain of Public Administration**

The programme to be accredited falls under the broad domain of Public Administration (its major subject is Public Administration) and that the programme is multidisciplinary in nature.

- **Mission-based accreditation and diversity**

The programme has a clearly stated educational philosophy and mission and a process for developing strategies and objectives consistent with the mission.

- **Level**

The final qualifications of the programme correspond to internationally accepted descriptions of the qualifications for Bachelor and Masters degrees.

- **Relationship to practice and internships**

The programme in Public Administration provides adequate training of practical skills which corresponds with the programme's mission and objectives.

- **Curriculum**

The curriculum developed for the Public Administration programme is informed by relevant stakeholders, the content of the curriculum is multidisciplinary in nature and has as its purpose the preparation of students for "professional academic level roles in the public sector".

- **Quality improvement and innovation**

The programme is assessed in relation to the accomplishment of its objectives and uses this information to revise and amend the programme objectives, strategies and operations on an on-going basis.

- **Student assessment**

The programme makes provision for a substantive evaluation of students on an individual basis and provides adequate feedback to them.

- **Programme jurisdiction**

The overall responsibility of the programme rests with an identifiable person or group of persons, chosen according to the rules of the organisation.

- **Faculty**

The programme has an identifiable group of faculty that forms the nucleus of the programme. The majority of faculty members hold an earned doctorate or equivalent terminal academic degree. Those who lack the terminal degree should possess a record or sufficient professional or academic experience. The faculty is representative of gender and minority diversity.

- **Admission of students**

The admission goals, policy, standards and prerequisites are clearly and publicly stated, and in line with the programme's mission and objectives.

- **Supportive services**

The accommodation and facilities are adequate to accomplish mission and objectives of the programme effectively and efficiently (European Association for Public Administration Accreditation, 2006b).

### 2.9.3 United Nations Department of Economic and Social Affairs (UNDESA) and International Association of Schools and Institutes of Administration (IASIA)

The United Nations Department of Economic and Social Affairs and the International Association of Schools and Institutes of Administration (IASIA) released “The Final Report on the Standards of Excellence for Public Administration Education and Training” in May 2008. This provides a set of standards that may be used for “self evaluation”, as apposed to judging the appropriateness of a programme or institution involved in the delivery of Public Administration education and training. The report is a culmination of various meetings and conferences and draws upon the work of various authors. In addition to the above, the report also draws upon the work of both NASPAA and the EAPAA.

The above report sets out eight specific standards of excellence that are the following:

- **Public Service Commitment:**

The faculty and administration of the programme are defined by their fundamental commitment to public service.

- **Advocacy of Public Interest Values**

The academic and administrative staff demonstrates their commitment to the improvement of public service through advocacy and their endeavour “to create a culture of participation, commitment, responsiveness and accountability in all of those organizations and institutions with which they come into contact”.

- **Combining Scholarship, Practice and Community Service**

The development and delivery of the programme is informed by the “highest quality research and the most outstanding practical experience”, thereby integrating theory and practice into the overall programme.

- **The Faculty are Central**

The commitment and quality of the academic staff is of fundamental importance in order to achieve the goals of the overall programme. It is a requirement that there must be a core of full time faculty that are committed to “the highest standards of teaching, training and research and possessing the authority and responsibility appropriate to accepted standards of faculty program governance”.

- **Inclusiveness is at the Heart of the Program**

The faculty and administration must be open to a diversity of ideas and participation.

- **A Curriculum that is Purposeful and Responsive**

The curriculum should have a coherent mission that drives program organization and curriculum development. Furthermore, the curriculum should be responsive to the learning needs of the organisations for which students are being prepared for.

- **Adequate Resources are Critical**

Sufficient resources should be made available for the programme. These resources include financial, physical, technological and other resources such as library facilities and student facilities. Financial resources should be adequate to maintain full time academic and administrative staff.

- **Balancing Collaboration and Competition**

Academics, trainers, administrative staff and students should share “a sense of common purpose and mission deriving from the program's commitment to the advancing of the public interest”. The overall programme should also possess elements of competitiveness, so that the above stakeholders continuously strive towards achieving and exceeding existing standards, thereby creating excellence in all areas of the programme (International Association of Schools and Institutes of Administration, 2008:5-6).

In addition to the standards mentioned above, the report provides a detailed set of programme and institutional criteria through which the above standards should be measured. The criteria seek to determine, among others, whether certain key elements are in place within an organisation and programme. A summarized version of the IASIA/UNDESA institutional criteria suggests that an institution should possess the following:

- A developed and an up-dated programme strategy.
- A financial and budgetary structure that is transparent and efficient with a designated person(s) responsible for the programme should have budgetary control.
- Adequate and formal quality assurance system, the output of which should be made available to the public.
- A human resource management system.
- Adequate support to generate and disseminate new knowledge in the field of Public Administration.
- Adequate and accessible facilities such as a library, support staff, classrooms, audio-visual equipment.
- Student services with respect to the provision of personalised student counselling (advice), tutoring or providing assistance with job placements.
- A public relations system that provides “adequate, accurate and objective information” on the institution and its programmes (tasks, objectives and structure of the institution and its programmes).
- An adequate procedures and processes for handling grievances.
- Exemplary functioning of the organisation.
- Benchmark the institution against other organisations deemed to be “higher performing organisations”.

In addition to the institutional criteria, there are four broad criteria to measure the performance of the institution's programmes. These include criteria for:

#### **Programme Development and Review**

- Programme development and review process;
- Programme goals and objectives;
- Educational strategy;
- Programme design;
- Programme coherence and consistency;
- Programme Faculty and number of core faculty and staff;
- Research involvement; and
- Programme admission.

#### **Programme Content**

- Programme coherence and consistency;
- Programme level;
- Formal programme requirements;
- Programme basis;
- Multidisciplinary focus;
- Practical experience;
- Community consultation; and
- Curriculum components.

#### **Programme Management and Administration**

- Programme responsibility;
- Programme budget;
- Programme administration;
- Participant progress;
- Assessment;
- Programme information;
- Faculty review;
- Communication;
- Delivery consistency; and
- Programme Monitoring and review.

## Programme Performance

- Performance management system;
- Satisfaction;
- Basic Operating information;
- Specific targets;
- Benchmarking;
- Impact on the community;
- Financial performance; and
- Programme impact (International Association of Schools and Institutes of Administration, 2008:7-12).

Upon reflection, the standards and criteria generated by NASPAA, EAPAA and IASIA are very similar in nature, though NASPAA and the EAPAA have attuned their criteria based on the needs and geographical location of their members.

In view of the fact that this study focuses on the role of the UWC SOG, its management, leadership, structure, content and processes of education and training programmes for the public service in the country, the researcher proposes to adapt the above model in line with the purpose of this study. In this respect, the study will focus on the following key elements:

## Institutional Criteria

- Organisational Structure and Management: An organisational structure and management environment that supports and aids the overall design, development and delivery of Public Administration education and training programmes.
- Strategic Planning Process: A developed and an up-dated programme strategy.
- Financial and Budgetary Structure: A financial and budgetary structure that is transparent and efficient with a designated person(s) responsible for the programme should have budgetary control
- Contribution to the Discipline: Adequate support to generate and disseminate new knowledge in the field of Public Administration
- Facilities: Adequate and accessible facilities such as a library, support staff, classrooms, audio-visual equipment.

## Programme Development and Review

- Programme Development and Review Process: An adequate process for the development and review of programmes.
- Programme Design: The programme has clear goals, objectives and an educational strategy which translates to its programme schedule, assignments and assessments.
- Educational Strategy: An adequate educational strategy is in place for the teaching and training programmes.

- **Programme Faculty:** The degree programmes have a core faculty of academics who possess terminal degrees and who are actively engaged in research and consulting services. The programme makes provision for practitioners to be involved in both teaching and training programmes.

### **Programme Content**

- **Programme Coherence and Consistency:** The content of the programmes articulate to the stated programme goals, objectives and educational strategy.
- **Formal Programme Requirements:** The content encompasses the elements required in the requisites for a degree or certificate.
- **Programme Basis:** The programmes incorporate “state of the art” concepts, insights, theories and methods and the teaching and training is evidence based.
- **Multidisciplinary Focus:** The content of the programmes reflect the multidisciplinary nature of Public Administration as a field of study.
- **Practical Experience:** Students graduating from degree granting programmes should have been exposed to some practical experience in the public or not for profit sector.

### **Programme Management and Administration**

- **Programme Responsibility:** There should be clear lines of authority and responsibility for programmes and adequate administrative support.
- **Programme Budgets:** There should be an adequate budget to achieve the goals and objective of each programme.
- **Participant Progress and Assessment:** Students should be informed on a regular basis of their performance and their assessment must be based on published criteria.
- **Delivery Consistency:** There should be consistency in the manner in which programmes are delivered.
- **Programme Monitoring and Review:** There should be an adequate system to monitor and review programmes.

### **Programme Performance**

- **Performance Management System:** The overall performance of programmes should be measured on a regular basis and include an assessment of the performance of faculty and staff.
- **Basic Operating information:** General information pertaining to number of participants, drop-outs and average study time should be available (International Association of Schools and Institutes of Administration, 2008:7-12).

The above amended criteria reflect those most pertinent to the study and provides a sound platform to measure the case study. The primary reasons for reflecting upon the IASIA/UNDESA criteria are three-fold, namely:

1. The IASIA standards and criteria, although borrowed and amended from NASPAA and the EAPAA, are viewed as being more applicable to a larger constituency of Public Administration education and training institutions, and are indeed applicable to tertiary institutions.
2. The standards and criteria reflect the most up-to-date (2009) trends and thinking when seeking to measure standards of excellence in an organisation.
3. The researcher's own employment within the University of the Western Cape School of Government provides a sound platform for a critical and objective "self evaluation" of the School and its programmes.

## **2.10 Conclusion**

The literature review conducted in this chapter has placed HEIs and their role in Public Administration education and training in both a global and national context. While government training institutes and academies are considered key role players in the education and training of public servants, HEIs are in the indubitable position of being a crucial role player in the overall education and training of public servants throughout the world. In so doing, the literature has also brought to the fore numerous challenges facing the education and training of public servants. Despite these challenges, the legislative and policy framework governing the provision of Public Administration education and training programmes in South Africa has firmly entrenched the role of HEIs in the country.

Notwithstanding their important role, no serious attempts have been made to study the role of schools of Public Administration/Management, their leadership, structure, content, and processes of education and training. Moreover, there remains an insufficient analysis as to the causes for the gaps between the theory and practice of public administration, and how, if any, schools have adapted their Public Administration education and training programmes to meet the skills shortages of the South African public service.



## Chapter Three

### Case Study:

#### School of Government, University of the Western Cape

### 3.1 Introduction

The previous chapter explored the global and national role of tertiary institutions in Public Administration education and training and provided an overview of the role and functions of the government training institutes and academies in South Africa. In addition to the above, the legislative and policy platform governing HEIs and the provision of Public Administration education and training was highlighted. The chapter brought to fore a number of challenges and weaknesses of higher education institutions (HEIs) in preparing students for careers in the public service. The chapter concluded with a model for the institutional and programmatic review of the case study in question, namely the School of Government (SOG) at the University of the Western Cape (UWC).

This chapter is divided into two segments. The first segment commences with a brief historical overview of the UWC, the establishment of the SOG and a comprehensive overview of the broader School in relation to its structure and programmes. The second segment, which forms the basis of this study, provides an in-depth description of the SOG's leadership, structure and Public Administration and Governance education and training programmes.

### 3.2 Historical Overview of the University of the Western Cape

The University of the Western Cape has in its 39 years of existence recorded a rich history in relation to the political, social and economic events that have unfolded in South Africa. Located in the suburb of Bellville, Cape Town, the University of the Western Cape was initially created in 1960 as a "University College of the Western Cape " to cater for the education and training needs of the so called "Coloured" population. The creation of the University College formed part of the then Apartheid government's philosophy of ensuring racial separation in higher education (University of the Western Cape, 2004a:15). Ten years later (1970) the institution was awarded University status whereby it was permitted to award degrees and diplomas. The primary focus of these programmes was to prepare students to serve a "bureaucracy for the administration of the coloured population 'own affairs' in the apartheid organisation of the state" (Council for Higher Education, 2008:11).

The appointment of its first Coloured Vice Chancellor in 1975 is regarded a turning point in the University's history with the institution adopting a more liberal character and in a measured way distanced itself from the apartheid state by being in the forefront in the fight against Apartheid. The University's liberal character was given further impetus in the late 1980s under the leadership of Prof. Jakes Gerwel, the then Vice Chancellor of the University, when he designated the University as the "intellectual home of the left" (Council for Higher Education, 2008:11) and later refined to the "intellectual home of the struggle". The above designation saw this campus based University positioning itself against the

political and social injustices of the Apartheid state as well as fighting for the rights of people marginalised under Apartheid (Tutu, 2007:2).

Today, the University's existence and operations are mandated by the Higher Education Act of 1997 (Act 101 of 1997) as well as an Institutional Statute approved and published by the Ministry of Education. (University of the Western Cape, 2009a:Online). In discharging its higher education mandate, the University considers itself to be an "engaged university". The term "engaged" refers to the institution's endeavour to achieve excellence in teaching, learning and research by continuously engaging with students, staff, the international community and the general public at large. Thus, the University's teaching, research, training and outreach programmes are guided by its mission that states the following:

"The University of the Western Cape is a national university, alert to its African and international context as it strives to be a place of quality, a place to grow from hope to action through knowledge. It is committed to excellence in teaching, learning and research, to nurturing the cultural diversity of South Africa, and to responding in critical and creative ways to the needs of a society in transition. Drawing on its proud experience in the liberation struggle, the university is aware of a distinctive academic role in helping build an equitable and dynamic society" (University of the Western Cape, 2009b:10).

The University's mission statement is supported by its values which include:

- Democratic leadership and innovative problem-solving;
- Striving for excellence in teaching, learning and research;
- Advancing a socially responsive, people-centred approach to education;
- Promoting high standards of integrity, ethics and respect;
- Placing a high premium on collaboration, team work, accountability and shared responsibility; and
- Enhancing communication throughout the institution and acknowledging achievements in the University (University of the Western Cape, 2009b:10-11).

The University of the Western Cape is at present regarded as a "medium sized university" with approximately 14 600 students (Council on Higher Education, 2008:11). The University attracts its student body from diverse backgrounds, though the majority of them emanate from disadvantaged backgrounds. The University's broad academic, research, outreach and training programmes fall under the umbrella of seven faculties comprising the faculties of Science, Law, Arts, Theology, Education, Community Health Sciences and Economic and Management Sciences. Whilst each of the above faculties are headed by a Dean, the University also has in place a Dean of Research who is not designated to any particular faculty.

The University's stance against the Apartheid regime, coupled with its commitment towards the democratisation and transformation of the South African public service, prompted the University to establish the School of Government in the early 1990s.

### 3.3 Background to the School of Government

The School of Government was formally established by the University of the Western Cape in 1992 (School of Government, 1996:3). Initially conceived as a School of Public Administration, the University opted to broaden the scope, role and function of the School and hence opted to name it a School of Government (SOG). Sustaining views expressed by various authors in Chapter Two (section 2.5), the establishment of the SOG was based on the University's belief that a conventional Public Administration programme, as presented by its existing Department of Public Administration (DPA), would not be sufficient to equip the new kind of public servants needed to engage with issues of transformation or confront the challenges of a post-Apartheid public service (University of the Western Cape, 1993a:94-95). With Public Administration being considered a core area of the School, the DPA thus became a constituent unit of the broader School responsible for the under-graduate and Honours programmes in Public Administration (University of the Western Cape, 2004b:11). An institutional review of the School conducted in 2003 recommended that the DPA cease to exist with the under-graduate teaching and Honours in Public Administration being treated as a programme housed under the ambits of the SOG. (University of the Western Cape, 2004b:21).

The overall aim of the School, at the time of inception, was to create an area of concentration within the University for an "inter-disciplinary and critical study of, and engagement with, issues of governance entailed in the reconstruction and development of a democratic, non racial South Africa" (University of the Western Cape, 1993b:94-95). In essence, the term "area of concentration" was used to describe new initiatives (such as the School of Government) and existing programmes across the University which were being expanded or consolidated. Of note is that in its early days the School as an "area of concentration" incorporated out-reach programmes such as the Southern African Development Education and Policy Research Unit (SADEP), the National Institute for Economic Policy (NIEP) and the Community Peace Programme (CPP). All of these out-reach programmes have subsequently moved out of the University.

The object for the establishment of the School was to improve both the quality and quantity of educated and trained public and developmental sector personnel in a democratic South Africa. The above was to be achieved through the provision of both pre and in-service education and training programmes that focused on management competencies, analytical skills, ethical behaviour and creating an "institutional sense for distinguished public service". The School was further mandated to conduct research with the objective of contributing to the development of government policies aimed at strengthening democratic institutions and producing well trained public servants with the required intellectual and critical skills (University of the Western Cape, 1993a:96).

Today, the University regards the School as fulfilling part of the South African government's mandate in which HEIs are charged with the responsibility of addressing the education and training needs of the South African public service and the broader society as well as a means of supporting the processes of political, economic and social transformation in South and Southern Africa. Falling under the Faculty of Economic and Management Sciences, the School's programmes are viewed as contributing towards the education and training of elected and appointed officials and administrators and generating knowledge through research which is intended to inform policy making in the sphere of Public Management. The above correlates with the School's mission statement which states the following:

"The mission of the School of Government is to play a constructive but critical role in the transformation of structures of governance in the Southern African region, by means of:

- Professional and customised short-course training;
- The promotion of democratic accountability, responsiveness, social equity, efficiency, ethical conduct and representivity as key dimensions of governance and public management;
- Relevant and high-quality post-graduate programmes in governance and public management; and
- Relevant and collaborative research which will inform policy making" (University of the Western Cape, 2009c: Online).

In addition to its mission statement, the School purports its programmes have a strong focus on "the development of basic professional skills and competencies", while also stressing the importance of a democratic culture and a more people-centred form of governance (University of the Western Cape, 2009c: Online). Thus, alongside its education and training programmes, the School has made substantial contributions towards the formulation of a number of key public service policies and has conducted applied policy research in various spheres of governance. In this regard, academics of the School have made significant contributions towards, among others, the development of policies such as the White Paper on the Transformation of the Public Service (South Africa. Ministry of Public Service and Administration, 1995) as well as the White Paper on Public Service Training and Education (South Africa. Department of Public Service and Administration, 1997a). Staff of the School have also served on various government forums such as the Presidential Review Commission, the Ministerial Committee (MINCOM) on the Role, Scope, Mode of Operations and Future of the South African Management Development Institute (SAMDI).

The following section provides a more comprehensive description of the School's structure, its constituent units, its leadership and management, overall staffing complement and portfolio of programmes. The above is followed with an in-depth description of the School's programmes and institutional arrangements relating to its Public Administration and Governance programme.

### **3.4 School of Government Structure and Constituent Units**

In view of the SOG being treated as an area of concentration, the School is comprised of a Directorate, two institutes, various programmes and a centre. Encapsulating the broader concept of a School of Government as opposed to a traditional School of Public Administration, the SOG is viewed as a multi-disciplinary School with disciplines and fields of study that include Public Administration, land and agrarian studies, citizenship and democracy, and community development studies. The multi-disciplinary focus is demonstrated through its centre, institutes and programmes that include the African Centre for Citizenship and Democracy (ACCEDE), the Institute for Poverty, Land and Agrarian Studies (PLAAS), the Institute for Social Development (ISD), the Post-graduate Programme in Governance and Public Management, the Under-Graduate and Honours Programme in Public Administration (formerly the DPA), Fair Share and the School's Executive Training Programme.

Figure 3.1 below provides a schematic representation of the various institutes, centre, and programmes forming the overall School of Government.

Figure 3.1: School of Government Institutes, Centre and Programmes.



A brief description of each of the constituent units and their respective programmes are provided here below.

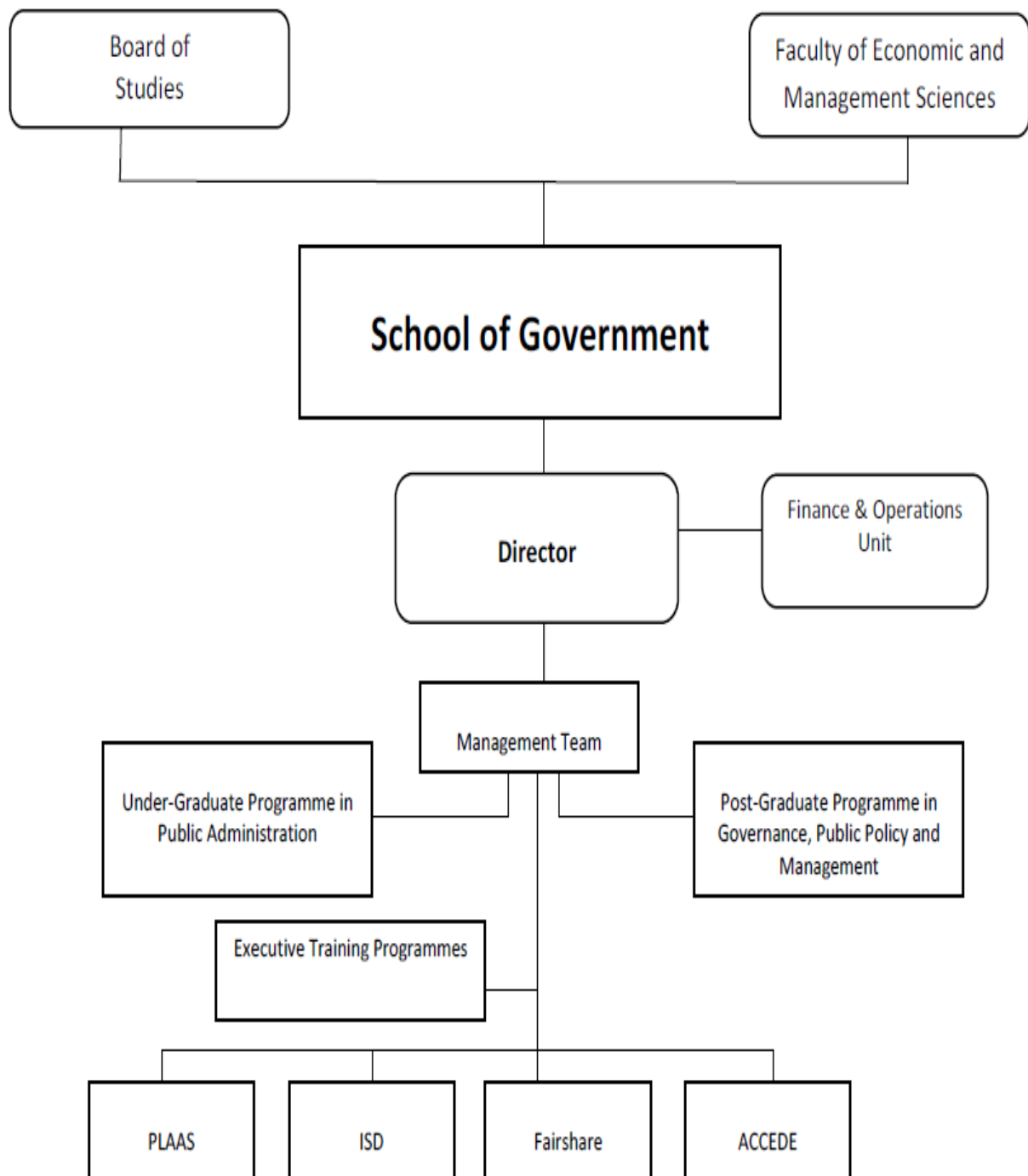
- The African Centre for Citizenship and Democracy (ACCEDE) was recently established by the SOG and replaces the previous Centre for Southern African Studies (CSAS). Whereas CSAS specialised in the area of Southern African governance, cooperation and development, the newly formed ACCEDE is involved in post-graduate teaching and research in the field of citizenship, democracy and development. The Centre contributes towards the teaching of one core and one elective module on the School's Masters in Public Administration (MPA) programme.
- The Institute for Poverty, Land and Agrarian Studies (PLAAS) which offers post-graduate teaching through its multidisciplinary Post-Graduate Diploma in Land and Agrarian Studies as well as a Master of Philosophy (MPhil) programme in Land and Agrarian Studies. In addition to the above, the institute conducts policy-related research in the areas of poverty, land reform, agrarian restructuring, community-based natural resource management and rural development.
- The Institute for Social Development (ISD), previously housed in the Faculty of Arts but now in the SOG, focuses on post-graduate teaching and research in the areas of social and economic policy and development. The institute offers a Honours and a Masters programme in Development Studies.
- The Postgraduate Programme in Governance and Public Management which carries out post-graduate teaching, training and research in the areas of governance, public policy and management, development management, and local government management.
- The Under-graduate and Honours Programme in Public Administration (formerly the DPA) which carries out under-graduate and Honours level teaching, and also contributes to the School's research and outreach activities.
- Fair Share which delivers certificate programmes in economic development and local governance, and carries out training and outreach activities with local communities to build and sustain their capacity to participate effectively in democratic governance; and
- The School's Executive Training Programme which provides custom made training and capacity building programmes to public sector institutions at the national, provincial and local levels (School of Government, 2008:2; 2009a:2-9).

### **3.5 Leadership and Management of the School of Government**

At the centre of the School lies a central Directorate comprising the Office of the Director with its own administrative and secretarial staff. The Office of the Director has the responsibility of providing strategic direction and managing the overall School. In addition to the Directorate, the School has in place a Management Team comprising the Director and the heads of the various units of the School. The Management Team is responsible for the day-to-day management and functioning of the organisation. The School initially had dual reporting lines. In the first instance, the School, through the Office of the Director, reported on all its academic matters via the EMS Faculty, while also reporting to its own Board of Studies which comprised Deans from the Faculties of Arts and EMS, the Dean of Research, the Director of International

Relations, the Executive Director of Finance and the University Registrar. The University review panel concluded that the Board of Studies did not serve any useful purpose since the School reported via the EMS Faculty. Furthermore, units such as PLAAS, ACCEDE, ISD and Fairshare convened their own staff meetings. In this respect, each centre, unit and programme in the School has its own set of staff who are responsible for the execution of their respective programmes and projects. Diagram 3.2 indicates the organisational structure of the overall School each with the respective unit heads.

Figure 3.2 Structure of the UWC School of Government



Source: (School of Government Academic Review 2003, 2003)

### 3.6. Staffing Complement of the School of Government

The SOG has an academic and administrative staff complement of 64 people, comprising 39 academics/professionals and 25 administrative/secretarial staff. Professional staff include programme managers, project managers and researchers but are not members of the teaching staff. The total staff complement is comprised of both permanent, part-time and temporary staff on contracts of one year or longer. Twenty-six of the 64 posts (40%) are categorised as University funded posts (academic and non academic posts) while the remaining 60% of posts are funded externally. Fifteen out of the 39 academics and professional staff possess Doctorate degrees. Of the sixteen teaching and senior research staff in Plaas, Accede and the School's core programmes in Governance and Public Management, 13 (81%) hold doctorates. However, with the inclusion of ISD, the percentage academics/professional staff with PhDs drop to 62% (School of Government, 2009a:3).

The table below provides a breakdown of the race and gender composition of posts funded by the University and those funded through external sources.

Figure 3. 3. Race and Gender Profile of School of Government Staff

University Funded Posts	MALE					FEMALE					
	A	C	I	W	Total Male	A	C	I	W	Total Female	Total Staff
<i>Prof</i>	1	1		3	5				1	1	6
<i>Ass Prof</i>							1			1	1
<b>Sr. Lecturer</b>		1		1	2	1	1			2	4
<b>Lecturer</b>				1	1						1
<b>Non-Academic</b>		1			1		3			3	4
<b>Contract</b>											
- Prof				1	1						1
- Ass Prof				1	1				1	1	2
- Sr. Lecturer											
- Lecturer				2	2				2	2	4
-Non-Academic		1			1		2			2	3
<b>Sub-Total</b>	<b>1</b>	<b>4</b>		<b>9</b>	<b>14</b>	<b>1</b>	<b>7</b>		<b>4</b>	<b>12</b>	<b>26</b>
<b>Externally Funded Posts</b>											
Academic/Profes sional	11		1	2	14	2	1		2	5	19
Non-Academic	2	3	1		6	3	8		2	13	19
<b>Sub-Total</b>	<b>13</b>	<b>3</b>	<b>2</b>	<b>2</b>	<b>20</b>	<b>5</b>	<b>9</b>		<b>4</b>	<b>18</b>	<b>38</b>
<b>TOTAL POSTS</b>	<b>14</b>	<b>7</b>	<b>2</b>	<b>11</b>	<b>34</b>	<b>6</b>	<b>16</b>		<b>8</b>	<b>30</b>	<b>64</b>

Key: A = African; C = Coloured; I = Indian; W = White

Source: (School of Government 2008 Annual Report, 2009)



In addition to the above table, table 3.3 provides a further breakdown of the staff complement based on their allocation to the institutes, centre and programmes.

Figure 3.4. Staff Complement of the SOG Institutes, Centre and Programmes

Department/Unit	Academic/Professional	Administrative/Secretarial	Total
School Directorate	1	6	7
SOG Postgraduate & Undergraduate Programmes	7	4	11
PLAAS	17	11	28
ACCEDE	1	-	1
ISD	7	1	8
Fair Share	5	2	7
Executive Training	1	1	2
<b>TOTAL</b>	<b>39</b>	<b>25</b>	<b>64</b>

Source: (School of Government 2008 Annual Report, 2009).

### 3.7 Education and Training Programmes of the School of Government

While predominantly a post-graduate School, the SOG has a diverse range of formal under-graduate and post-graduate programmes as well as training programmes. In totality, the School offers a PhD programme by full thesis, three structured Masters programmes, three Honours level programmes, two under-graduate programmes and one Higher Certificate programme. The choice of Masters programmes depends on the emphasis of the individual programme (ie. Masters in Governance and Public Management (MPA), Masters in Development Studies (MA.Development Studies) and a Masters in Philosophy (MPhil) in land and agrarian studies or development studies ). In addition to the above, the School offers three Masters programmes by thesis only. These include the Master of Public Administration (M.Admin), M.Phil in Development Studies, Master of Arts in Development Studies.

These include the following.

- a. PhD programme (thesis only);
- b. Masters in Public Administration (MPA) programme through course work and a mini thesis;
- c. M.Phil in Land and Agrarian Studies programme through course work and a mini thesis;
- d. Master of Arts in Development Studies through course work plus a mini thesis;
- e. Master of Public Administration (M.Admin) by thesis only;
- f. M.Phil in Development Studies (thesis only);
- g. Master of Arts in Development Studies by thesis only;
- h. B.Admin Honours;
- i. Post-graduate Diploma in Land and Agrarian Studies (Honours level);
- j. B. A. Honours in Development Studies;
- k. B.Admin degree;
- l. B.Comm Public Management; and

- m. Higher Certificate in Economic Development (School of Government, 2009a:10; Institute for Poverty, Land and Agrarian Studies, 2009:1-4)

It is noteworthy to mention that the School offers a joint Masters programme with the German University of Bochum. Students registering for either the School's MPA or MA Development Studies are able to complete half of their course work in the School and the remainder of the course work at Bochum University. The completion of their mini thesis is supervised by academics within the School should they wish to obtain the degree from UWC. Students who complete a second mini thesis at Bochum University are then eligible for the award of a second Masters degree (South African-German Centre for Development Research and Criminal Justice, 2009:Online).

Students are provided access to the School's post-graduate programmes even if they have completed their first degree or Honours degree in another field of study. For example, students are able to access the Honours programme in Development Studies despite completing their first degree in the fields of Economics, Commerce or Public Administration. The same applies to the Masters programme in Development Studies which accommodates students from other disciplines. However, the credit requirements for students completing a programme differs between the various Masters programme. For example, while all structured Masters programmes conform to the Ministry of Education's requirements of a 50% thesis component, the Masters in Development Studies require students to obtain a total of 192 credits while the School's MPhil in Land and Agrarian Studies and MPA and M.Admin programmes require 240 credits.

In terms of the provision of training courses, with the exception of Fairshare which offers one short course, the School's Executive Training and Consultancy Services unit is the single largest provider of custom made training courses for the public service. The programmes under the auspices Executive Training and Consultancy Services unit will be elaborated upon under the section 3.8 dealing with the School's Governance and Public Management Programmes.

### **3.8 Public Management and Governance Programmes**

Among the range of formal degree programmes of the SOG, the focus of this study falls under the School's Public Administration programmes which it labels as its "Public Management and Governance" programmes. Under this range of programmes, the School has two under-graduate and four graduate degree programmes. These include the B.Admin degree, the B.Comm Public Management, the B.Admin Honours degree, the Masters in Public Administration (MPA) programme, the Masters in Administration (M.Admin) and its PhD programme in Public Administration. These degree programmes are complemented by the School's portfolio of training programmes. A description of each of these programmes are provided here below.

#### **3.8.1 B.Admin and B.Comm in Public Management Degrees**

The B.Admin and B.Comm Public Management degree programme are marketed as an essential requirement for those who wish to be employed in the broader public service or who wish to enter the private sector with a Public Administration focus. Unlike the B.Admin degree, the B.Comm Public Management combines Public Administration and

Business Management as major subjects. Both programmes place an emphasis on the acquisition of knowledge, skills and attitudes pertaining to the principles of Public Administration/Management, structures of government, the processes of policy making, organising, finance, the use of information and communication technology as well as knowledge pertaining to human behaviour in the work place. The duration of the programme is three years for full time students and four years for part-time students (University of the Western Cape, 2009d).

### **3.8.2 B.Admin Honours Degree**

The Honours degree in Public Administration is a one year full time or two years part-time programme for students who wish to advance their studies in the discipline. The overall structure and content of the degree programme was reviewed and amended in 2007 following a strategic retreat held by the SOG the previous year. Reasons cited for the review and amendment of the programme included the need to expand the depth and quality of the overall programme by upgrading the overall content and relevance of the programme to the needs of the public service. Secondly, there existed a need to eliminate an overlap that existed between the existing Honours programme modules and those of the first years modules at Masters level. This 120 credit programme is comprised of five core modules of 15 credits each, a research report of 30 credits and an elective module of 15 credits. An examination of the programme's exit level outcomes suggest that the programme aims to impart knowledge, skills and competencies in, among others, the following areas:

- Written and oral communication;
- Research methods and techniques;
- Ethics and morality in the public sector;
- Public sector human resource management;
- Theoretical and practical aspects of the nature, extent and content of public management functions
- Management of public finances;
- Theory and practice related to public policy;
- Paradigms in Public Administration and Management; and
- Requirements for effective public sector performance delivery (School of Government, 2007a:1-4).

### **3.8.3 Masters Programme in Public Administration**

Like the Honours programme in Public Administration, the School's Masters programmes in Governance and Public Management was also subjected to a review and amendment in 2007. The need to review and amend the Masters programmes may be traced back to the University's institutional review of the School conducted in 2003 wherein it found that the structured MPA and M.Admin degrees demonstrated considerable overlap in content, the only visible distinction being the difference in the research components of each programme.

The review panel also noted with alarm the limited number of academics teaching on the M.Admin and MPA programmes and who provided thesis supervision to over 20 students each. A further matter of concern to the review panel included the low throughput rate of students on these programmes and the overly long time it took students to complete their degrees. Reasons forwarded by the School for the low throughput of students and extended duration to

complete degrees was attributed to the non-completion of students' mini thesis'. An examination of student enrollment figures to the above programmes reveal that between 1999 to 2003 there was an expansion of students to the programmes without a similar expansion in academic staff. Figure 3.5 provides a summary of the student enrollment figures and the number of qualifications awarded over a period of eight years, prior to the review of the School. The Post-Graduate Diploma (PGD) in Public Administration listed in table 3.5 is separate from the Post-Graduate Diploma in Land and Agrarian Studies listed under section 3.7 above. Instead, the PGD in table 3.5 was treated as an "exit qualification" for those Masters students who passed their course work but did not complete their mini thesis within the stipulated timeframe. The PGD, while still featured in the University course calendar, is no longer on offer (University of the Western Cape, 2009e:21).

Figure 3.5. Student Enrollment figures for MPA and M.Admin degree programmes from 1996 to 2003

YEAR	ADMISSIONS				QUALIFICATIONS AWARDED				Throughput Rate
	MPA	M.Admin	PGD	Total	MPA	M.Admin	PGD	Total	
1996	25			25	15		1	16	64%
1997	30			30	18			18	60%
1998	27	2		29	13	2		15	52%
1999	23	15	2	40	8	8		16	40%
2000	41	7	4	52	13	1	2	16	31%
2001	40	20	9	69	6	7	2	15	22%
2002	38	18	7	63		5	3	8	13%
2003	49	14		63					

Source: (University of the Western Cape, 2004b:7).

In the light of the above, the University review recommended that the School "critically examine and reconsider the content, purposes and target group of each Masters degree..." (University of the Western Cape, 2004b:14).

Following recommendations made by the review panel, the School held a strategic retreat in 2006 to implement the recommendations of the review panel. The strategic retreat resulted in the SOG conducting an extensive review of its MPA and M.Admin programmes in 2007. The curriculum review resulted in the School consolidating the above programmes into an academically orientated M.Admin degree programme as well as a professionally orientated structured MPA programme. The M.Admin programme is viewed as being more academic due to the fact that it does not contain any coursework. Instead, students are required to complete a full thesis in order to graduate with this degree.

Marketed as a "flagship" programme, the MPA is considered as a being multidisciplinary programme with "improved academic quality" which addresses "the needs of both future practitioners and academics in the fields of governance and public administration". The programme is viewed as providing a mix of practical and professional competencies to students (School of Government, 2007b:2).

The programme is further promoted as "meeting the needs of those who wish to enhance their qualification and further their careers by completing a top degree whilst still working" (School of Government; 2009b:1). The MPA degree is a

two year programme comprising five core modules of 15 credits each, a range of 15 credit elective modules of which students are required to choose three , and a mini thesis. The 8 modules equate to 120 credits, while the mini thesis consists of 120 credits, thus meeting the Ministry of Education's requirements that a mini thesis in any Masters programme must constitute 50% of the total credits towards the qualification (School of Government, 2009a:15; School of Government, 2007b:2). In order to accommodate students who are employed, the delivery of the MPA programme is based on a "block" system whereby students attend two week lecture sessions in February, April, July and September in their first year of study while the second year is essentially reserved for the completion of their mini thesis.

In totality, the overall Governance and Public Management degree programmes (Bachelor, Honours and Masters) comprise a suite of 42 courses. Figure 3.4 provides details of the core and elective courses for each of the B.Admin, B.Admin Honours and MPA programmes.

Figure 3.6. Core and Elective Courses for the B.Admin, B.Admin Honours and MPA Programmes.

<b>B.Admin/B.Comm Public Management</b>	<b>B.Admin Honours Degree</b>	<b>MPA Degree</b>
<p style="text-align: center;">Year One</p> <ul style="list-style-type: none"> <li>• Introduction to Public Administration and Management</li> <li>• Case Studies in Public Management</li> <li>• Central and Regional Government Institutions in South Africa</li> <li>• Introduction to Local Government</li> </ul> <p style="text-align: center;">Year Two</p> <ul style="list-style-type: none"> <li>• Human Resource Management</li> <li>• Public Policy Analysis</li> <li>• Public Financial Management</li> <li>• Urban and Rural Management</li> </ul> <p style="text-align: center;">Year Three</p> <ul style="list-style-type: none"> <li>• Research Methods in Public Administration</li> <li>• Comparative Public Administration</li> <li>• Management in the Public Sector</li> <li>• Management Systems in the Public Sector</li> </ul>	<p style="text-align: center;"><b>Core Modules</b></p> <ul style="list-style-type: none"> <li>• Governance, Administration and ethics in the Public Sector</li> <li>• Introduction to Public Policy Analysis and Management</li> <li>• Theoretical Approaches to Public Organization and Management</li> <li>• Human Resources Management and Development in the Public Sector</li> <li>• Economics and Public Sector Financial Management</li> <li>• Research Methods/Essay</li> </ul> <p style="text-align: center;"><b>Electives</b></p> <ul style="list-style-type: none"> <li>• Public Sector Transformation and Reform</li> <li>• Issues in Local Government</li> <li>• Government Decentralization</li> <li>• State and Civil Society</li> </ul>	<p style="text-align: center;"><b>Core Modules</b></p> <ul style="list-style-type: none"> <li>• Theoretical and Comparative Approaches to Governance, Public Administration and Public Management</li> <li>• Advanced Public Policy Analysis and Management</li> <li>• The Global, Regional and Domestic Context of Governance and Public Administration in Contemporary South Africa</li> <li>• Research Methods and Skills</li> <li>• Research Seminar</li> </ul> <p style="text-align: center;"><b>Electives</b></p> <ul style="list-style-type: none"> <li>• Programme and Project Management in the Public Sector</li> <li>• Public Sector Planning, Monitoring and Evaluation</li> <li>• Managing Change in the Public Sector</li> <li>• Public Finance and Budgeting</li> <li>• Administrative Law</li> <li>• Development Policy, Planning and Management</li> <li>• Urban Development</li> <li>• Rural Development</li> <li>• Gender and Development Management</li> <li>• Intergovernmental Relations</li> <li>• Local Government Planning and Management</li> <li>• Citizenship, Democracy and Development</li> <li>• Bureaucracy and Democracy</li> <li>• Capita Selecta</li> </ul>

Source: University of the Western Cape, 2009e; University of the Western Cape, 2009d; School of Government, 2009a).

### 3.8.4 Training Programmes in Governance and Public Management

The School provides a range of tailor-made courses and consultancy services to all spheres of the South African government. The training programmes are designed to provide both the appointed and elected officials in the broader public service the requisite skills, competencies and knowledge for them to function effectively in their various roles. The delivery of training programmes forms part of the School's mandate to support efforts aimed at improving the quality and quantity of public servants as well as contributing towards the narrowing of the skills gap that exists in the public service. To this end, the School views its training programmes as providing a platform for public servants to improve their critical thinking and analytical skills as well as imparting leadership competencies required by public servants and elected office bearers in the local, provincial and national government of South Africa.

There are a number of key features that distinguish the School's training programmes from its formal degree programmes. Firstly, as opposed to degree programmes which are whole qualifications of 120 credits or more, training programmes are classified as either being credit bearing or non credit bearing. Credit bearing courses articulate to a qualification whereas non credit bearing programmes are regarded as "stand alone" programme with no articulation to a qualification. Furthermore, credit bearing programmes constitute a part of a qualification with less than 120 credits. Secondly, as opposed to formal degree programmes which cater for a much broader market of students, the training programmes designed by the School are based on the expressed skills and competency needs of clients within the broader government. Thirdly, while formal qualifications attract financial subsidies from the government, training programmes do not attract any such subsidy. In most cases these courses are funded directly by client departments in government or through Sector Education and Training Authorities as discussed in section 2.6 of Chapter Two. Thus, the delivery of training programmes is treated as an important source of "third stream income" by the School since it offsets direct costs associated with these programmes. More importantly though, these funds are also used to employ administrative and professional staff assigned to the management and administration of these programmes since the University does not employ any permanent staff to such programmes. Hence, the School has a large number of staff employed on contract as opposed to occupying permanent University posts. The bulk of the training programmes are delivered by academics within the SOG. Figure 3.7 provides information pertaining to some of the training programmes offered by the School as well as an indication as to those that articulate to the formal degree programmes of the University.

Figure 3.7. Public Management and Governance Training Programmes

<p><b>Executive Leadership Development Programme for Councillors</b></p> <p>Modules</p> <ul style="list-style-type: none"> <li>• Local Government Policy and Legislative Framework</li> <li>• Local Governance and Democracy</li> <li>• Integrated Development Planning and Budgeting</li> <li>• Improving Service Delivery &amp; Performance Management</li> <li>• Leadership and Management in Local Government</li> <li>• Workplace Learning</li> </ul> <p><b>* Programme articulates to first year semester course in undergraduate Public Administration</b></p>	<p><b>Parliamentary Secretariat Services Training Programme Programme 1</b></p> <p>Modules</p> <ul style="list-style-type: none"> <li>• Legislative Processes and Procedures</li> <li>• Support of Committees in the Legislative Environment</li> <li>• Written and Oral Communication</li> <li>• Introduction to Research Methods</li> <li>• The Management of Time and Meetings</li> </ul>	<p><b>Parliamentary Secretariat Services Training Programme Programme 2</b></p> <p>Modules</p> <ul style="list-style-type: none"> <li>• Intro. to Management in the Legislature</li> <li>• Human Resources Management</li> <li>• Public Policy Management</li> <li>• Public Financial Management and Budgeting</li> <li>• Information Technology and Research Application</li> </ul>	<p><b>Parliamentary Secretariat Services Training Programme Programme 3</b></p> <p>Modules</p> <ul style="list-style-type: none"> <li>• Strategic Management</li> <li>• Effective Leadership &amp; the Management of Conflict</li> <li>• Public Policy Management</li> <li>• Financial Management</li> <li>• Human Resources Management</li> </ul>
<p><b>Local Government Management Development Programme</b></p> <p>Modules</p> <ul style="list-style-type: none"> <li>• Local Government Legislative and Policy Framework</li> <li>• By-laws</li> <li>• Human Resources Management in Local Government</li> <li>• Improving Service Delivery in Local Government</li> <li>• Leadership and Management</li> </ul>	<p><b>Crime Prevention in Local Government</b></p> <p>Modules</p> <ul style="list-style-type: none"> <li>• Crime and crime prevention theories</li> <li>• Local Government and crime prevention policy framework</li> <li>• Project Management as a Crime Prevention Tool</li> <li>• Crime Prevention in Practice</li> <li>• Monitoring and Evaluation</li> </ul> <p><b>* Programme articulates to Honours module in Public Administration</b></p>	<p><b>Policy Writing Local Government Management Development Programme</b></p> <p>Modules</p> <ul style="list-style-type: none"> <li>• Conceptual Approaches to Policy Writing</li> <li>• Policy Formulation</li> <li>• Policy Writing and Review</li> </ul>	<p><b>Managing HIV Aids in the Workplace</b></p> <p>Modules</p> <ul style="list-style-type: none"> <li>• Self Management</li> <li>• Leadership and Management</li> <li>• Project Management</li> <li>• Legislative and Policy Framework for HIV Aids</li> <li>• Managing HIV Aids in the work place</li> </ul>

Source: School of Government, 2009c)



### 3.9 Student Profile and Numbers

The majority of students registered for the School's Public Administration degree programmes are classified as either African, Coloured or Indian coming from historically disadvantaged backgrounds (School of Government; 2008:9). The table below provides a synopsis of the students registered for various programmes in the School during 2008.

Table 3.8: Student Profile of Selected SOG Programmes in 2008

	Total	Male	Female	Full Time	Part Time	Coloured	African	Asian	White	Other
CERTIFICATE IN ECONOMIC DEV I	37	5	32	32	5	2	10	2	0	23
CERTIFICATE IN ECONOMIC DEV II	239	1	238	1	238	10	217	0	1	11
EXCHANGE STUDENT	9	6	3	8	0	1	0	0	6	2
M PHIL IN LAND & AGR STUD(1ST EN)	6	5	1	4	2	1	5	0	0	0
M PHIL IN LAND & AGR STUD(2ND EN)	4	2	2	2	2	0	2	2	0	0
M PHIL IN LAND & AGR STUD(3RD EN)	1	1	0	0	1	0	1	0	0	0
M PHIL IN LAND & AGR STUD(4TH EN)	5	2	3	4	1	0	3	0	2	0
M PHIL IN LAND & AGR STUD(5TH EN)	2	0	2	1	0	1	0	0	1	0
M.ADMIN (1ST ENROLM)	4	2	2	3	1	2	1	0	0	1
M.ADMIN (2ND ENROLM)	19	8	11	17	2	3	7	1	1	7
M.ADMIN (3RD ENROLM)	12	4	8	6	6	4	7	0	1	0
M.ADMIN (4TH ENROLM)	5	2	3	1	4	3	0	1	1	0
M.ADMIN (5TH ENROLM)	3	2	1	0	3	3	0	0	0	0
M.ADMIN (6TH ENROLM)	3	2	1	1	1	2	1	0	0	0
M.PA (1ST ENRLM)	19	12	7	16	2	3	14	0	2	0
M.PA (2ND ENRLM)	11	5	6	6	5	5	6	0	0	0
M.PA (3RD ENRLM)	15	8	7	6	8	8	6	1	0	0
M.PA (4TH ENRLM)	1	0	1	1	0	0	1	0	0	0
M.PA (5TH ENRLM)	8	5	3	0	7	5	3	0	0	0
M.PA (6TH ENRLM)	9	8	1	4	5	6	3	0	0	0
P/G DIPL IN LAND & AGRARIAN STUDI	11	8	3	6	5	2	7	0	2	0
POST GRAD DIPL IN GOVERNANCE	2	1	1	0	1	1	1	0	0	0
<b>TOTAL</b>	<b>425</b>	<b>89</b>	<b>336</b>	<b>119</b>	<b>306</b>	<b>62</b>	<b>295</b>	<b>7</b>	<b>17</b>	<b>44</b>

Source: School of Government, 2009a).

### **3.10 Facilities and Infrastructure**

The SOG is located in its own custom designed building on the campus of the University of the Western Cape. The School has adequate teaching and training space for the variety of programmes on offer. In this regard, the building has a total of eight classrooms, three breakaway rooms, and two seminar rooms. In addition to the above, the building is equipped with a computer laboratory housing 30 workstations as well as a small library specializing in governance and Public Administration literature. This library complements the main University library.

### **3.11. Conclusion**

This chapter has in the first instance sought to provide a historical overview of the University of the Western Cape and the contextual basis under which it established the School of Government in 1992. In the second instance, the chapter has provided details pertaining to the School's historical background since inception, the current organisational structure, a description of its constituent units and an outline of its broader programmes. The chapter has also provided an in-depth description of its Public Administration and Governance education and training programmes. The chapter has drawn attention to the fact that in spite of its large staff composition (64 staff members in total), the School has a relatively flat and lean leadership and management structure in place to oversee its overall education and training programmes. The School's education and training programmes are reasonably diverse in nature and aptly encapsulate the notion of a School of Government as apposed to the University's initial concept of a School of Public Administration.

In the light of the above, this chapter has provided a sound basis to analyse and evaluate the efforts made by the SOG in adapting its education and training programmes to bridge the gap between the theory and practice of Public Administration, thereby contributing towards redressing the skills shortages of the South African public service. Secondly, it also provides a sound basis for an analysis of what may be the gaps in the theory and practice of public management education and training programmes.

## Chapter Four

### Analysis and Evaluation

#### 4.1 Introduction

Since the birth of South Africa's democracy in 1994, there have been intense efforts on the part of the South African government and the higher education institutions (HEIs) to address the education and training needs of public servants. To this end, the South African government has put into place various pieces of legislation and policies to facilitate and support education and training initiatives of public servants. HEIs such as the University of the Western Cape (UWC) School of Government (SOG) were among some of the first to attend to the call to support the transformation of the broader South African public service by mounting education and training programmes to meet the knowledge, skills and competency requirements of public servants.

Based on the above context, this chapter provides an analysis and evaluation of two key questions, namely

- What are the efforts made by the UWC SOG to adapt its education and training programmes to bridge the gap between the theory and practice of Public Administration and thereby contribute towards redressing the skills shortages of the South African public service; and
- What are the gaps in the theory and practice of Public Administration education and training programmes?

In addressing the above questions, the chapter provides an analysis of the case study by means of applying the five criteria to measure the overall institution and the performance of the programmes offered by the SOG. In line with the model proposed in Chapter Two, the first part of this chapter provides a brief institutional analysis of the SOG. The second part, which forms the basis of this study, provides a critical analysis of the School's programme development and review processes, its programme content, programme management and administration, and an analysis of the performance of its programmes. Where applicable, the analysis and findings are linked to the theoretical basis espoused in Chapter Two in support of the observations and arguments put forward. The analysis and findings are structured in a manner that draws attention to the key achievements, strengths, weaknesses and challenges encountered by the School in addressing the main questions to this study.

The analysis and findings are based on two categories of sources. In the first instance, the researcher reviewed a variety of documents including the School's annual reports for the last two years, internal organisational documents stored in the School's archives and the UWC Review Report on the SOG conducted in 2003. The information obtained from the above literature was triangulated with a series of purposeful interviews conducted with former and existing personnel of the School, as discussed in section 1.3 of Chapter One. The analysis provided below has been conducted and assessed in the context of the literature study undertaken, and the application of the adapted IASIA/UNDESA criteria to measure the performance and programmes of a Public Administration education and training institution, as outlined in section 2.9.3 of Chapter Two. The analysis was further informed by the descriptive analysis of the SOG in Chapter Three.

## 4.2 Institutional Criteria

The institutional criteria seeks to ascertain whether the overall School has in place a sound organisational platform in respect of its overall management, programme strategy, finance and budgetary processes, student facilities and the provision of adequate support to academics and professional staff to make a meaningful contributions towards the discipline of Public Administration. The institutional criteria provide an analysis of the extent to which the current organisational platform either aids or hinders the effective delivery of its various programmes, and in particular, its education and training programmes in Public Management and Governance.

### 4.2.1 Organisation Structure and Management of the School of Government

The structure and management of the overall SOG, as illustrated in section 3.5 in Chapter Three, indicates that the School has in place a relatively flat organisational structure which in turn provides the various units of the School a fair degree of autonomy and flexibility to pursue their individual programmes. This has allowed units to be more creative and innovative in the manner in which they have pursued their programme goals. The 2003 review of the School conducted by the UWC confirmed this view. In addition to the above, interviews with the Director of the School and his predecessor (now Dean of the Economic and Management Sciences Faculty) revealed that the broader development of the School has not been organic but rather progressed on an ad-hoc and circumstantial basis. For example, the incorporation of the now defunct Community Peace Programme (CPP) was based on the closure of the Community Peace Foundation which was formerly based in Observatory, Cape Town. The CPP was instrumental in the provision of training and research in the field of community policing and by conducting out-reach programmes. However, despite being under the auspices of the SOG, the CPP operated more like a non-governmental organization (NGO). This programme was re-located to the University of Cape Town a few years ago. Fairshare too was brought into the ambit of the broader School and until recently operated much like an NGO. Following financial problems in 2004, Fairshare has now been fully integrated into the SOG.

In order to manage the activities of the various units, the School has in place a Management Team comprising heads of each of the units. The Management Team is featured in the organogram of the School as depicted in diagram 3.2 in Chapter Three. Interviews with personnel revealed that the Management Team has met on an infrequent basis, a fact that is attributed to the autonomous nature of the various units. The independence of the units has allowed them to pursue programme goals more freely and provide them the necessary space to develop and grow. However, the autonomous nature of these units have also contributed towards the broader School attracting and employing staff who find it difficult to associate themselves with the School's core programme of Governance and Public Management. A consequence of the above difficulties has resulted in the School not having a defined programme strategy in place. Instead, interviews with personnel in the School revealed that the last documented programme strategy developed by the School dates as far back as 1996. Since then the major units of the School (PLAAS, ISD) have tended to develop their own strategic plans and hold individual planning sessions.

#### **4.2.2 Financial and Budgetary Structures and Processes**

Since its inception in 1992, the School has to a large extent been funded through external sources such as donor programmes and projects, research grants, commissioned work and income derived from training programmes. Unlike other conventional academic departments within the University, one of the main achievements of the School since its inception has been the establishment of a dedicated finance and operations division to provide financial and administrative support to its various programmes and constituent units. The establishment of this division was necessitated due to it attracting large volumes of external funding and the University's inability to provide the necessary financial and related services required by external clients, donors and the programmes itself.

With the exception of PLAAS, which operates fairly autonomously from the broader School and has its own financial and budgetary structures and processes in place, the remaining SOG units rely on the services of the School's finance and operations division. Staff of the School (programme heads, academics and administrative staff) revealed that the financial and budgetary processes are efficient and have contributed towards the effective implementation of the School's programmes. The School's financial accounts are audited on an annual basis and these audited reports are forwarded to the University management for incorporation into its broader reporting structures. While these reports are available for public scrutiny, these are not published in the School's annual reports.

However, at an operational level, the varied and limited level of transparency with respect to the financial operations is viewed as a weakness. For example, the co-ordinators for the Under-graduate and Post-graduate programmes in Governance and Public Management do not have access to a programme budget and thus do not enjoy financial authority and responsibility to manage their programmes. Other programme heads (Fairshare, Training and Consultancy Division, ACCEDE) however are all vested with the authority and responsibility to manage their programmes. Interviews with the Director, Finance Manager and the Co-ordinators of the School's Under-graduate and Post-graduate programmes in Governance and Public Management revealed that the challenge related to the allocation of a budget to the Under-graduate and Post-graduate co-ordinators of the above-mentioned programmes stem from historical over-expenditure on these programmes. These operational challenges are circumvented through the Finance Manager and the Director of the School exercising overall joint control over the expenditure of these programmes.

#### **4.2.3 Institutional Support to Generate and Disseminate New Knowledge in the Field of Public Administration**

At a broad level, the University of the Western Cape is keen to support academic staff in their quest to generate and disseminate new knowledge. This is largely due to the age old adage of "publish or perish" commonly known in the tertiary sector. At an institutional level, the University makes provision for academics to participate in local and international conferences with the proviso that they are required to present a research paper. There is a general expectation on the part of the University that a research paper presented at a conference will subsequently be published in an accredited and peer reviewed academic journal. In return, the South African National Department of Education rewards the University through a financial grant for the publication of articles in national and internationally accredited

and peer reviewed journals. A small percentage of this grant is made available to academics and researchers as an incentive for the continuation of such work. The above research activities falls in line with the traditional role of academic departments which focus on teaching and conducting research.

Unlike conventional academic departments which are primarily responsible for teaching and conducting research, the SOG's foundation, as articulated in its founding documents (School of Government, 1996:3), rests on four pillars that include teaching, conducting relevant and applied policy research, the provision of short course training programmes and providing consultancy services to the public service. The above activities are considered as core to the functioning of the overall School and are viewed as the ideal platform for academic and professional staff to generate and disseminate new knowledge in the field of Public Administration. In this regard, one of the major strengths of the School has been its ability to establish national and international linkages with universities and the donor community to further its teaching, training and research agenda. The above has enabled staff of the School to access both technical and financial support for its research programmes and projects and is viewed by them as important sources and incentives for the production and publication of new knowledge. Academics and staff are of the opinion that the School as a brand continues to provide them access to various opportunities to contribute towards generating new knowledge and information. The School provides access for staff to participate in local and international conferences, seminars and forums which has inturn resulted in them publishing numerous articles in accredited and peer reviewed journals. Interviews with the heads of programmes revealed that the School is by far the largest contributor (80%) towards the Economic and Management Sciences (EMS) Faculty's record for accredited articles in peer reviewed journals.

A second but equally important dimension towards production and dissemination of new knowledge is found in the provision of the School's short training courses. The interface between practitioners and academics on the School's short training programmes not only provides them the opportunity to generate and share new knowledge gained from research, but also provides them valuable insights into the practical world. The interface between academics and public service practitioners is viewed as an essential remedy to concerns expressed by authors such as Adedeji (section 2.5, Chapter Two) where he stated that Universities should be viewed as "agents of change...by conducting and applying the findings of their research to the solutions of problems confronting their countries and people..."(Adedeji, 2007:35). This is further supported by SOG academics and researchers assigned to various consultancy activities which emanate from time to time and which are institutionalised within the School. More importantly though, their research work, participation at conferences as well as in training and consultancy programmes, are viewed as key to bridging the gap between the theory and practice of Public Administration.

However, a weakness in enhancing the generation and dissemination of new knowledge in the field of Public Administration lies in the fact that that there is no formal institutional mechanisms that compels academics and researchers to engage in all four of the School's core activities, especially in the areas of training and consultancy. This is largely left to individual academics who are keen to pursue programmes and projects for financial and professional gain. In fact, one interviewee remarked that "one needs to be at the right place at the right time" to seize such opportunities.

#### 4.2.4 School of Government Facilities

There is general consensus that the successful delivery and implementation of an academic, training, consultancy and/or research programme in a HEI hinges on the availability and accessibility of adequate facilities. These facilities include, among others, a library, support staff, classrooms and audio-visual equipment. Programme heads, academics and administrative staff interviewed were unanimous in their views that a major strength of the SOG lies in the fact that the School is privileged to be housed in its own custom designed building, as opposed to being housed in the Faculty of Economic and Management Sciences building. The SOG building has in place a small but functional and accessible library staffed by two professional librarians that contain resources and literature specific to the broad field of governance and Public Administration. Students registered for the School's formal academic programmes enjoy full access to these facilities. Furthermore, the building has its own well equipped classrooms which cater for all its academic and training programmes. It is noteworthy to mention that many of the School's facilities such as its library, computer laboratory and furniture have been funded through external funding as opposed to University funds.

A major weakness at present lies in the fact that students registered for the School's short training programmes do not enjoy full access to the School or the University's facilities. Students have limited access to the use of the School's library and computer laboratory. Their use of the School's library is limited to the use of resources and literature within the library but they are not permitted to borrow resources or literature. Access to the School's computer laboratory is based on arrangements between the Programme Manager for Executive Training and Consultancy Services and the computer laboratory manager. The major constraint in them realising the full use of the School or the University's facilities lies in the absence of a University policy which recognises short course participants as "students" on the University's database. These participants are not issued with a University student card and hence are prevented from fully accessing the facilities and resources of the University.

Interviews with staff revealed broad consensus that the School has adequate support staff to service the various programmes, and more importantly, its Governance and Public Management programmes. These include staff members assigned to the Finance and Operations Division, the SOG library, the School's computer laboratory, administrative staff allocated to the School's Under-graduate and Post-graduate programmes and its Training and Consultancy Division. Table 4.1 below provides a synopsis of staff supporting the School's Governance and Public Management education, training, research and consultancy programmes.

Figure 4.1 Support Staff for the School's Governance and Public Management Programmes

SOG Units	Professional/Administrative/Secretarial
School Directorate	1
Finance and Operations Division	3
Library	2
SOG Under-graduate Programme	1
SOG Post-graduate Programme	3
Computer Laboratory	1
Executive Training and Consultancy Services	2
<b>TOTAL</b>	<b>13</b>

However, an inherent institutional weakness of support staff lies not in their competence or ability to perform tasks, but in the fact that only three out of the 13 staff members listed in the above table form part of the University's established posts. The three posts are respectively assigned to the Under-graduate programme, the Post-graduate programme and the computer laboratory. The remaining staff members are employed on one or two year employment contracts. This has resulted in a fair amount of job insecurity and was an issue noted in the School's 2003 institutional review.

This rather low level of permanent support staff is attributed to a number of reasons. In the first instance, unlike formal degree programmes, short course training programmes and commissioned research do not attract any subsidy from the National Department of Education (DoE). Secondly, while the DoE recognises Public Administration as a field of study under its Classification of Educational Subject Matter (CESM), as referred to its section 2.6 of Chapter Two, the field of study attracts the lowest subsidy formula from the department as compared to other fields of study such as Science and Maths. This has resulted in the University's direct financial contribution towards the School constituting a small percentage of the School's overall budget and hence the need to employ staff on short term and often externally funded contracts.

The second part of this chapter focuses on the School's Governance and Public Management programmes. This section provides a critical analysis of the School's programme development and review processes, its programme content, programme management and administration, and an analysis of the performance of its programmes.

### 4.3 Programme Criteria

The institutional criteria discussed above sought to determine whether the SOG has in place a sound organisational platform that aids and/or supports its various core programmes in meeting the education and training needs of the public service. The programme criteria on the other hand seeks to examine four broad areas related to the development and review of its programmes, the programme content, programme management and administration and the performance of



the programmes on offer. In conducting an analysis of the above areas, the focus has been firstly to determine to what extent the School's programmes have been adapted to bridge the gap between the theory and practice of Public Administration as well as contribute towards redressing the skills shortages of the South African public service. Secondly, the analysis has also sought to identify the current gaps in the theory and practice of Public Administration education and training programmes.

#### **4.3.1 Programme Development and Review**

The processes for the development and review of academic and training programmes are viewed as critical factors when assessing whether education and training programmes offered by the SOG are relevant, up-to-date and applicable to the needs of the public service. In this respect, the adequacy and frequency of the development and review of programmes are analysed, together with an examination of the manner in which programmes are designed. Furthermore, an analysis is conducted of the educational strategies chosen to impart students with the requisite knowledge, skills and competencies. The programme development and review process also examines to what extent, if any, practitioners participate in the School's education and training programmes. The above issues are dealt through a comprehensive analysis of the School's Under-graduate, Post-graduate and training programmes in Governance and Public Management.

##### **4.3.1.1 Adequacy and Frequency for Programme Development and Review**

In determining whether there are adequate processes in place for the development of programmes within the School, programme heads, academics, professional staff and administrative staff all concurred during interviews that the continuous development and review of programmes is important in ensuring that the education and training programmes on offer are appropriate to the needs of the marketplace. Interviews with the former and existing head of the School revealed that prior to the establishment of the SOG, the former DPA only offered a Masters by full thesis but had no structured Masters programmes in place.

Following the 1991 Mount Grace consultations (as discussed in section 2.5 of Chapter Two) to discuss ways of improving the curriculum content of Public Administration programmes, the School developed a structured Masters programme based on the broad discussions of transforming the Public Administration curriculum for the capacity needs of the new South African public service. The initial design of the structured Masters programme was informed by fierce debate within the University as to whether the new Masters programme should be an academic or professional qualification. Discussions pertaining to the development of the School's Masters programme was enriched through visits and consultations with senior faculty from internationally reputed Public Administration education and training institutions such as the Kennedy School of Government based in the United States of America and the Ecole Nationale d'Administration (ENA) based in France. The Masters programme was further aligned to the 1995 White Paper on the Transformation of the Public Service, the 1997 White Paper on Public Service Training and Education and the then prevalent notion of a minimalist state (NPM) as discussed in section 2.5 of Chapter Two.

As a matter of course, the University has in place a system to develop and review its academic degree programmes. This system is evident in the fact that the University, as noted in sections 3.3, 3.8.2 and 3.8.3 of Chapter Three, conducted a comprehensive institutional and programme review of the School during the course of 2003 which was followed by an in-house review of the School's Honours and Masters programmes in 2007. Moreover, interviews brought to light that the University undertook a fairly comprehensive review of the School's B.Admin degree programme during 2008. The review of the B.Admin degree was to determine whether the programme content satisfied external market requirements such as quality of graduates required by the public service (ie. fitness of purpose) and whether the design and content of the programme was coherent and appropriate (fitness for purpose). Furthermore, the review also sought to determine whether appropriate teaching and learning methods were utilised in the delivery of the programme. The review was based on extensive interviews with internal University staff, former students and written submissions received from the South African Department of Public Service and Administration (DPSA) and the Universities of Kwazulu Natal and Stellenbosch (University of the Western Cape, 2008:4-15).

Thus, the School has been subjected to three programme reviews over the past six years. In addition to the above, the interviews revealed that SOG academics meet annually (towards the end of each academic year) to schedule the delivery of its Under-graduate and Post-graduate courses for the following year, to allocate teaching loads to individual faculty members and to plan more broadly for the forthcoming year.

Conversely, the development and review of training programmes follow a more flexible approach compared to its sister academic programmes. Training programmes are developed on an on-going basis and subject to the expressed needs of client departments in the broader public service (National, Provincial and Local Government levels). Thus, a key feature of the frequency and development process of the School's courses or training programmes resides in the fact that they follow a demand driven approach by clients in the public service, as opposed to it being a supply driven process. The above has a direct impact in the manner in which courses or programmes are designed. University policy dictates that training programmes are subject to a review process every three years. In this respect, the School's training programmes underwent a review during the course of 2008 and 2009.

Formal reviews of academic units are based on set University policy and timelines. In this respect, the SOG has subjected its programmes to various reviews during the course of six years. However, within the SOG, the frequency and process for the review of programmes are considered to be conducted episodically and on an ad-hoc basis. Academics and programme heads interviewed were of the view that the process for the development and review of its formal academic programmes is more implicit, whereas there needs to be a more proactive approach to the development and review of the School's programmes. Furthermore, the annual meeting of academics referred to above is viewed by academics as an inadequate platform for the substantive development and review of the School's programmes. While training programmes are developed based on needs expressed by client departments in government, a downside to this approach is that the development of training programmes is reactive as opposed to being proactive.

#### 4.3.1.2 Programme Design

The key determining factors in the planning of academic and training programmes is to a large extent based on the goals, objectives, learning outcomes and the target market for whom the education or training intervention is being designed. Academics are viewed as critical contributors and champions towards the above design process as well as ensuring the coherence and consistency of the portfolio of programmes on offer. The design process is complemented by the adoption of appropriate educational strategies for implementation of the School's Under-graduate, Post-graduate and training programmes. In the light of the above, to what extent do academics participate in determining the design of the School's under-graduate, post-graduate and training programmes in Public Management and Governance, and what educational strategies are employed by the School in the design and development of its programmes?

The design of the SOG's Under-graduate and Post-graduate programmes have to a large extent been informed by the three reviews conducted in 2003, 2007 and 2008 respectively. Most academics interviewed indicated that they had inherited courses from other colleagues who may have resigned from the University or through a process of course rotation, and thus were unable to contribute towards the initial design of courses being taught by them. However, academics considered the 2007 review of the School's Honours and Masters programmes as being the first real occasion at which they were able to make a significant contribution towards defining the goals, objectives, learning outcomes and educational strategies of the programmes. In addition to the substantive in-house discussions pertaining to the design of the programmes, academics are required to complete course descriptor forms for the courses for which they have been assigned teaching responsibility. These course descriptor forms spell out the exact aims, objectives, learning outcomes and educational strategy to be employed in the delivery of a course(s) and are subjected to scrutiny through the various academic structures of the University.

The design of training programmes on the other hand is by and large informed through a consultative process between clients in government and the SOG. This is attributed to the demand driven nature of the Schools training programmes as well as ensuring the relevancy of its programmes. While clients in government are afforded inputs into the design of the training programmes, the School, through its faculty, assume ultimate responsibility for ensuring that the programme goal, objectives, learning outcomes and educational strategy meet the necessary academic requirements of the University. Like the formal academic programmes, a course descriptor detailing the overall design of a training programme is subjected to scrutiny by the University.

Even though there has been substantive inputs made by academics towards the design of the School's Honours and Masters programmes during the course of 2007, academics on the whole were of the opinion that there is no systematic and continuous approach to determine and revise the goals, objectives and target group for the School's formal teaching programmes. Interviewees expressed similar sentiments of the School's training programmes by stating that the design of these programmes were conducted on a sporadic and ad-hoc basis.

Furthermore, while training programmes in the main have specified target markets such as elected or appointment public servants from particular spheres of government (Local, Provincial and/or National Government) and/or level of management (junior, middle or senior level) for whom a programme is designed and offered, the formal degree programmes do not provide for such analysis of its student market. This is largely due to the fact that the Under-graduate programme in Public Administration is considered a generic degree for those who wish to enter or pursue a career in the public service, while the Honours and Masters programmes are geared towards individuals who wish to occupy higher positions in the public service.

#### **4.3.1.3 Education Strategy**

The educational strategies selected in the delivery of formal academic and training programmes may be considered a valuable indicator in determining to what extent the School's programmes have an adequate balance between theory and practice. Education strategy does not only relate to teaching or facilitation methods, but also encompasses aspects such as scheduling of classes and methods of assessment. The education strategy forms an integral part of the design and development phase of a programme and is translated through the selection and application of an appropriate andragogy which is aligned to the programme goals and objectives.

Interviews with staff involved in the design, development and delivery of programmes indicate that the andragogy of training and academic programmes differs from the traditional role of an academic as lecturer. Instead, academics are viewed as facilitators of the learning process and adopt a more experiential approach in the delivery of courses. Notwithstanding the differences highlighted by academics here above, there was common agreement among the School's faculty that they employed adult learning techniques on both the formal academic programmes and training courses. Academics and professional staff who teach and/or train on the School's programmes generally employ a more participative and interactive approach to their teaching and/or training programmes. In particular, use is made of multiple andragogies that include:

- A limited amount of conventional lecturing;
- Provision of individual and syndicate group work by academics/facilitators to students based on practical exercises;
- Brief presentations made by lecturers/trainers on topics or themes;
- Use of relevant case studies for students to link theory to the practice of Public Administration; and
- A limited amount of role-play in the classroom.

While School faculty use multiple andragogies, the level and extent of use depended on factors such as class size, level of maturity of students and the academic/facilitator's own style of delivering a course. At the Under-graduate level, the large number of students in a class poses practical challenges to the use of multiple teaching methods. This is further complicated by the fact that the majority of students at this level have no prior work experience, most having entered the B.Admin programme straight after completing grade 12 education. Nonetheless, students at this level are provided tutorial classes that caters for smaller number of students per class and which allows them to engage in more practical exercises related to the field of Public Administration.

Conversely, student numbers at the Honours and Masters level are a great deal less which in turn allows for the use of multiple andragogies. At this level, far greater use is made of multiple teaching andragogies. In fact, at the Masters level, the overwhelming majority of students are already in the employ of the public service and enter the programme with previous or current practical work experience. The use of multiple teaching andragogies is more prevalent at this level than at the Under-graduate or Honours level. Similarly, extensive use is made of multiple teaching andragogies on the School's training courses. This is aided by the fact that the training programmes have a class size of between 25-30 participants, with all of the participants already in the employ of the public service.

The scheduling of classes and the manner of assessment are key factors in determining an appropriate educational strategy. Classes for the Under-graduate programme in Public Administration forms part of the University's mainstream scheduling. Full time and part-time students are required to attend classes several days a week. At the Post-graduate level, classes are scheduled on a block release basis. The block release system requires both full time and part-time students to set aside one to two weeks per academic quarter to attend full day lecturer sessions. The system thus allows students to be registered as full time students, yet does not require them to be absent from work for long periods of time. Likewise, the delivery of modules and courses forming part of training programmes also follow the block release system. On average, these modules/courses are spaced one month apart to allow students to reflect upon what they have learnt as well as provide them the space to implement newly acquired skills and competencies gained from the training programme.

Assessment objectives at the Under-graduate level broadly focus on students gaining a conceptual understanding of key concepts and theories in Public Administration, while at the Post-graduate level the assessment is focus on a deeper understanding, analysis and application of theories and concepts to contemporary issues in the field of Public Administration. Assessment components for training programmes are based on providing students practical skills and competencies to improve their performance at the workplace. The Post-graduate and training programmes place an emphasis on problem solving and decision making skills required by students to face the challenges of serving in the public service.

Despite the difference in assessment focus, the assessment components for the Under-graduate, Post-graduate and training programmes share a mix of similarities and differences. The assessment similarities among the three programmes include students being required to complete assignments, case studies, tests, and examinations. The key difference on the other hand lies in the depth and breadth of assessment as well as the intended aim and objective of the respective programmes. The Honours and Masters programmes provide for a more in depth assessment through a combination of short and longer type application and theory based assignments, case studies, synthesis of literature, practical exercises, individual and group presentations and finally, examinations. However, training programmes make extensive use of evidence based assessment through extensive use of case studies, application based assignments, test and the compilation of a portfolio of evidence. Regarded as a longer type application based assignment in academic circles, the portfolio of evidence (POE) forms an integral part of any training programme. In addition to the administration

of other assessment tools mention above, the POE is viewed as a crucial assessment instrument for students to demonstrate their competence and skills through the integration and application of classroom learning and their workplace.

#### **4.3.1.4 Programme Faculty**

The academics and professional staff in many respects form the heart of the School's Public Management and Governance education and training programmes. The analysis of programme faculty focuses on two particular areas, namely, the quantity and quality of staff assigned to the programmes, and the extent to which practitioners are involved in the delivery of the School's programmes.

It is significant to note that of a total of 39 academics and professional staff, only eight academics and three professional staff are responsible for teaching and/or training on the School's Public Management and Governance programmes. Six of the eight academics possess terminal degrees (PhDs). Of the eight academics mentioned above, only two have prior experience working in the public service. With the exception of the two SOG academics mentioned above, interviews indicated that no other practitioners are significantly involved in the School's education and training programmes. Instead, practitioners from the public service are invited to present guest lecturers on an occasional and ad-hoc basis. Three primary reasons for the low staff numbers emerged during the interviews. Firstly, the lack of funds on the part of the SOG was cited as the primary reason for the lack of practitioner participation in the School's programmes. Secondly, as discussed in section 4.2.4, the lack of additional staff was attributed to Public Administration as a field of study attracting the lowest state subsidy. The consequence of the low subsidy has resulted in the University allocating a less than optimal staff budget to the School. This further explains, as discussed in section 3.8.3 of Chapter Three, the School's 1999 to 2003 expansion of students to its Masters programme without a similar expansion in academic staff. A third reason for the low number of academics assigned to the School's Governance and Public Management programme relates to the independent nature of the various units, the inherent tension of sustaining these self-funding units and the inability of many of the academics in these units to associate themselves with the School's Governance and Public Management programmes. This is further exacerbated by the individual units' onerous donor requirements, their research agenda and their own teaching loads.

An analysis of time devoted by academics to activities such as University administration, student supervision, teaching, conducting research, training and consulting indicate that the bulk of their time is spent on supervision. The second largest amount of time was spent on teaching followed by them conducting research. On the whole, faculty engagement in consultancy and training activities is varied and dependant on the nature of training and consultancy. However, their engagement in applied research, training and consultancy activities of the School have played a definitive role in contributing towards connecting the theory and practice of Public Administration.

#### **4.3.2 Programme Content**

The content of education and training programmes in the field of Public Administration is of foremost importance in determining whether students are being adequately prepared for the challenges of the public service. Bremer and Al

Baradei support the above contention in section 2.4 of Chapter Two by stating that teaching and training programmes in Public Administration are vitally important in preparing public servants to confront the challenges of serving the state. In fact, the establishment of the SOG in 1992, as discussed in section 3.3 of Chapter Three, was based on the premise that the then conventional Public Administration programme was inadequate to equip the new breed of public servants needed to engage with issues of transformation or to confront the challenges of a post-Apartheid public service. In this respect, there are a number of facets that influence the content of education and training programmes. These include the need for (i) coherent and consistent programme goals, objectives and educational strategy linked to the requisites for a certificate or degree; (ii) well defined target groups, stakeholder consultation arrangements and student exposure to the practical world; (iii) curricula content cognisant of the multidisciplinary nature of Public Administration; and (iv) content that seeks to enhance the competencies, values and skills of students so that they act ethically, equitably and efficiently in the public service. These four aspects are elaborated in more detail below.

#### **4.3.2.1 Programme Coherence, Consistency and Requisites for a Certificate or Degree**

The logical flow of programme goals and objectives is of vital importance to the preparation of well skilled and educated public servants. The content of the Under-graduate, Honours and Masters level programmes, coupled with the educational strategies employed under each level, play a major role in determining the coherence and consistency of the overall Public Management and Governance education programmes. As mentioned earlier in section 4.3.1.1, the University's review of the School's Under-graduate and Post-graduate programmes sought to harmonise the structure and content of these programmes with the aim of ensuring overall consistency and coherence.

One important indicator towards achieving this coherence and consistency may be found in the 2008 review of the School's B.Admin degree programme referred to in section 4.3.1.1 wherein, among others, the programme's "fitness" in terms of its content and teaching and learning methods were raised. Contrary to views expressed by authors such as Dralle (2000:156-157) and Cameron (2005:14) who questioned the relevance of B.Admin degree programmes to the skills and knowledge needs of the Public Service (as referred to in section 2.5.1 of Chapter Two), the report concluded that the programme met the labour market needs and that it adequately prepared students for careers in the public service at entry level as well as for further studies at the Post-graduate level. The report went on further to say that the programme provided "an appropriate balance between theoretical and applied knowledge". In fact the report states that respondents from the DPSA as well as the two external Universities (Kwazulu Natal and Stellenbosch) were of the view that there was a distinct need for such a programme in that it prepared prospective and existing public servants with the necessary knowledge, skills and competencies in Public Administration (University of the Western Cape, 2008:14-18).

The review of the School's Honours and Masters programmes in 2003 and the subsequent re-design and re-development of these programmes in 2007 were precisely aimed at ensuring the overall coherence and consistency across all three programmes. Interviews with academics revealed that the strength in ensuring the coherence, consistency and academic qualification requirements of its programmes lie in the various University forums where programmes are subject to scrutiny. These include the following:

- The Faculty Board which is comprised of all academics within the EMS Faculty;
- The University's Quality Assurance Office which is charged with the overall responsibility of checking the quality, coherence and consistency of all academic programmes;
- The Academic Planning Committee;
- The Faculty and Senate Higher Degrees Committee;
- The Faculty and Senate Academic Planning Committee; and
- The University Senate which is comprised of all University academics and who have the right to question the relevance and quality of programmes.

Interviews however brought to light that the Quality Assurance Office is poorly staffed, with only one person assigned to check programme coherence and consistency. Upon further enquiry, interviewees acknowledged that the level of scrutiny is based on a review of course descriptors and course outlines which provide an indication of the content of a course. In some cases though, course materials are provided for inspection, but this was a rare occurrence. Nonetheless, interviewees were quick to indicate that at a practical level, the coherence and consistency of programme content and degree requirements are in the first instance ensured by the School's faculty who teach across all three programmes. Further coherence and consistency is ensured through the appointment of external moderators who vet the course outlines, examination question papers as well as the examination results of students.

Similarly, SOG faculty members play an instrumental role in ensuring that the content of the training programmes are coherent and consistent in terms of their goals, objectives and educational strategy. The University's Division for Life-Long Learning (DLL) is vested with the primary responsibility of ensuring that the short courses fulfil the necessary academic requirements of the University. As opposed to formal degree programmes, the coherence and consistency of training programmes is at best left in the hands of the School, the Dean of the EMS Faculty and the DLL. However, the DLL has ensured a more stringent and systematic approach to ensuring the coherence and consistency of training programmes. Staff from the DLL, the Quality Assurance Officer and Academic Planning Unit (APU) are responsible for conducting a rigorous inspection of all proposed training courses/programmes before being sent to the Senate Life Long Learning Committee (SLLLC). The SLLLC is comprised of all executive members of the University, Deans of faculties, and representatives from different units within the University (e-learning, ICT, academic planning) and is charged with vetting all training programmes. The SLLLC's decisions pertaining to the above-mentioned courses are ultimately transmitted to the University Senate for final approval since it is this forum that is responsible for all academic matters.

Despite the University's stringent measures to vet training courses, the articulation of training programmes to the formal degree programmes is relatively poor. With the exception of the School's Executive Leadership Development Programme for Councillors and the Crime Prevention in Local Government course that respectively articulate to the Under-graduate and Honours programmes in Public Administration (as depicted in figure 3.7 of Chapter Three) no other training programme has articulation towards the School's formal degree programmes.



#### 4.3.2.2 Target Group, Stakeholder Consultation and Student Exposure to the Practical World

The relevance and success of a programme may be measured in terms of whether its content is adapted to the learning needs of its target group and the extent to which the programme content is based upon consultation with stakeholders in the public service. An equally important factor is the exposure of students to the practice of their chosen profession.

The student market for the B.Admin degree and Honours programme is fairly homogeneous. As discussed under section 4.3.1.3, the student market for the Under-graduate programme in Public Administration is primarily derived from grade 12 Matriculants who completed school the previous year, with only a very small percentage of students already in the employ of the public service registering for the programme on a part-time basis.

Interviews with academics teaching at the Under-graduate level indicated that the content of the programme is adapted in line with the student market through the defined goals and objectives of the programmes and has benefited from recent consultations with the DPSA and other tertiary institutions. The 2008 B.Admin review report sites interviews with former students who attested to the fact that the B.Admin degree programme assisted them to enter the job market and that the skills gained on the programme could be applied in the public service (University of the Western Cape, 2008:8). Despite the above positive tone, the report made three recommendations to improve the overall programme. The three recommendations were as follows:

- The content of the modules should be reviewed and up-dated on a more regular basis thereby ensuring that the programme remains relevant to the changing needs and requirements of the public service;
- More use be made of guest lecturers from the public sector to improve the practical relevance of the programme; and
- An internship or community service programme be instituted for final year students to bridge the gap between the theory and practice of Public Administration.

The B.Admin degree programme is to a large extent regarded as the “feeder programme” for the Honours programme. In the main, the composition of students in the Honours programme in Public Administration emanate from the B.Admin programme. On the other hand, it is the Masters programme that attracts a relatively diverse student population, with many students possessing qualifications in fields other than Public Administration. Interviewees reiterated that the content of both programmes were adapted in 2007 during the review of the Honours and Masters programme. Unlike the B.Admin programme review which solicited inputs from the public service, the review of the Honours and Masters programmes did not benefit from such consultations. Instead, consultation by academics with the public service takes place on an individual basis and is not structured or formalised within the institution. In spite of the School’s lack of consultations, interviewees were unanimous in their views that the absence of an internship programme at both the Under-graduate and Honours level was a serious impediment towards bridging the gap between the theory and practice of Public Administration.

The School's training programmes attract an even more diverse student population. Training programmes are by and large based on the solicitation of tender contracts from government departments and PALAMA. Unlike supply driven training programmes that attract a diverse student population onto a particular course, the School's courses are tailor-made to a well defined target group. This is aided by the contractual obligation that emanate from tenders. Thus, the content of the training programmes are adapted to the learning needs of students.

#### **4.3.2.3 Multidisciplinary Nature of Public Administration**

Public servants are confronted with a multitude of complex socio-economic challenges that require a range of skills, competencies and knowledge. Public service problems are not bound to a particular discipline and therefore the content of the programmes and courses on offer need to reflect the multidisciplinary nature of Public Administration. In this regard, section 3.4 of Chapter three brought to light that the SOG is viewed as a multi-disciplinary School with a multiplicity of disciplines and fields of study. The School's multi-disciplinary focus is demonstrated through its centre, institutes and programmes.

An analysis of the spectrum of courses on offer in the School's Under-graduate, Post-graduate and training programmes in Public Management and Governance suggest that the courses inherently reflect the breath and depth of a multi-disciplinary programme. This observation is further supported by the University's 2008 B.Admin review report which clearly states that the programme draws cooperatively on the strength and support of cognate departments within the EMS Faculty and that it has an interdisciplinary and multidisciplinary approach (University of the Western Cape, 2008:8). Similarly, the Post-graduate and training programme courses and modules also reflect these multi-disciplinary aspects.

The achievement of this multidisciplinary nature of Public Administration is ensured through the faculty of the School being engaged in research, training and consultancy work on an on-going basis. This is further supported by faculty attendance at conferences, seminars and workshops. Interviewees were of the opinion that their engagement in the above activities has also contributed towards incorporating best practices and cutting edge concepts and theories into the delivery of the School's programmes. However, upon careful examination of the School's broader Post-graduate programmes, such as those being offered by the Institute for Land and Agrarian Studies and the Institute for Development Studies, it suggest that the full potential of its multidisciplinary focus in Public Administration is not realised due to the independent nature and demands of its constituent units.

#### **4.3.2.4 Curricula Content**

Curricula content is considered a decisive factor in assessing the excellence of Public Administration education and training programmes as well as establishing the extent to which it enhances the overall competencies, values and skills of students to serve in the public service. The IASIA/UNDESA criteria for measuring programme excellence makes particular reference to the broad type of content students should be exposed to and that should be reflected in Public Administration curricula. In essence, the IASIA/UNDESA criteria provides a useful benchmark to assess to what extent

the curricula content meets the critical learning needs of public servants in general. The IASIA/UNDESA criteria goes further to suggest that the content should address three main areas. These include, among others:

- The nature of the public sector with a focus on:
  - Internationalisation and globalisation;
  - Centralisation versus decentralisation;
  - Co-operative governance; and
  - New Public Management.
- The broad skills to be acquired and that includes:
  - Critical and analytical thinking;
  - Dealing with uncertainty, complexity and ambiguity;
  - Participative governance to achieve policy goals; and
  - Working in a political environment.
- The public service ethos to be demonstrated and that includes:
  - Democratic values;
  - Respect for individual and basic human rights;
  - Social equity and the equitable distribution of goods and services;
  - Social and cultural diversity;
  - Transparency and accountability;
  - Sustainable development; and
  - Civic engagement (International Association of Schools and Institutes of Administration, 2008:11).

An analysis of the School's course descriptors for its formal academic and training programmes indicate that the courses offered meet and conform to the broad thrust of themes and topics espoused by IASIA/UNDESA. For example, at the Under-graduate level, first year students are provided a fundamental understanding of the role of the public manager and the composition and structure and spheres of the South African government. Themes such as centralisation, decentralisation and co-operative governance form part of the courses. During their second year, students study the nature of public policy analysis and are expected to demonstrate the ability to apply public policy analysis methodologies to policy issues. They are introduced to public sector human resource management, public sector financial management, and the roles public servants are required to fulfill in these areas of specialization. Urban and rural management issues are also covered in a course that enables them to understand and explain the challenges of urbanization, as well as to understand and explain the challenges facing rural development in developing countries (University of the Western Cape, 2008:9-11).

At the Honours level, the course content of modules include topics and themes covering, among others, democracy, ethics, values and principles related to good governance and professional ethics, accountability, openness and transparency and the relationship between the state, citizens and civil society. At the Masters level the course content of modules expressly embrace the nature and ethos of the public service as well as imparting students with the broad skills

as advocated by IASIA/UNDESA (University of the Western Cape, 2009e:265-281). The content of the School's training programmes on the whole also match up with the course content benchmark set by IASIA/UNDESA. While the School's programmes compare favourably with the broad guidelines set by IASIA/UNDESA, the analysis does however reveal a shortcoming in the area of sustainable development. A review of the School's formal degree and training programme course descriptors does not indicate any explicit reference to the theme of sustainable development.

### **4.3.3 Programme Management and Administration**

The adequacy and manner in which programmes are managed and administered is of primary importance in determining the overall success of programmes. The effective delivery of education and training programmes does not only rest in the hands of qualified academics, but also in there being a transparent line of authority, an adequate programme budget as well as an adequate system to provide students with regular feedback of their performance.

As depicted in figure 3.2 of Chapter Three, the School has various programme heads that are responsible for the day-to-day management of their respective programmes. Programme heads and support staff confirmed that there exists a clear line of responsibility and authority, even though the SOG's Management Team meets irregularly. An analysis of the programme staff further conducted under 4.2.4 above confirmed that the School possessed adequate support staff (thirteen in total) to render administrative and logistical support for the effective implementation of the School's education and training programmes.

#### **4.3.3.1 Adequacy of Programme Budgets**

In order to realise the goals and objectives the School's education and training programmes, it requires an adequate operational and staff budget. While the School's financial and budgetary structures and processes were found to be efficient under section 4.2.2 above, responses with regard to the adequacy of programme budgets were varied and mixed. The School's budget for the effective implementation of its training and consultancy programmes were viewed as being adequate, despite 100% of its funding being sourced from tenders and commissioned work generated from so called "third stream income". The adequate budget assigned to the Executive Training and Consultancy Division is largely attributed to its rather modest staff complement of two people (one professional and one administrative staff member) and its low overhead costs. Professional and academic staff are roped onto the School's training and consultancy programmes primarily on a project needs basis.

Co-ordinators of the Under-graduate and Post-graduate programmes on the other hand expressed their displeasure at not being provided an operational budget for their respective programmes. The effective management of their programmes were thus severely curtailed through the absence of a budget. Whilst the School met the day-to-day operational costs of these programmes, the budgets for the School's degree programmes were viewed as being inadequate since the School could not afford to invite public service practitioners to participate in the teaching of its

programmes. Furthermore, the School's low academic staff complement assigned to the Public Management and Governance programme was cited as symptomatic of an inadequate budget.

However, these views are somewhat contradictory to the findings contained in the 2003 review report. While acknowledging that to outsource teaching is expensive and that it leads to a lack of coherence and fragmentation of the programmes, the report noted that the School has in place (during 2003) a staff complement of 43 academics/professional staff which in numbers represented adequate internal teaching capacity. Instead, the School was advised to consider devising a more equitable teaching load amongst its total academic/professional staff complement (University of the Western Cape, 2004b:16-17). However, despite the above recommendation, an equitable workload has not been achieved primarily due to the independent and silo approach of the various units.

#### **4.3.3.2 Student Progress and Assessment Information**

The availability and accessibility of information pertaining to student progress and their performance is an important instrument in determining the fairness and transparency of assessment processes and methods. In this regard, both the School's formal academic and training programmes provide students with regular up-dates with respect to their performance. In the first instance, course outlines provide information pertaining to the methods of assessments to be administered. Secondly, students are provided assessment results on an on-going basis throughout the year. Assessment results are published at designated areas within the School building while the University formally communicates end of semester examination results to students through postal services. Students are also provided feedback with respect to their various assessment components. Overall students' results of the School's formal academic programmes are also captured in the School's annual reports.

Information pertaining to student progress and assessment on training courses follow a similar pattern to those of the formal academic programmes. Whereas the formal degree programmes are offered exclusively on campus, training programmes are conducted on campus as well as away from the campus. The portability of training programmes thus places an additional burden on faculty to ensure that the School continually provides feedback to participants as well as their assessment results. In order to circumvent the challenges associated with the delivery of courses off campus, the dissemination of student progress and assessment results are provided to students while they are on course and through email.

#### **4.3.3.3 Monitoring and Review of Programmes**

The constant monitoring and review of programmes play an important role in ensuring that the programme development and review processes, as discussed in section 4.3.1.1, have been effectively implemented. The monitoring and review of programmes provide a yardstick with which to measure whether changes brought about to programmes have resulted in the desired effect or whether activities planned have materialised. Since the newly revised Honours and Masters programmes have come into effect in 2008, the School has not conducted any formal review or evaluation of the implementation of these programmes.

At an operational level, the co-ordinators of the Under-graduate, Post-graduate and training programmes are responsible for the constant monitoring and review of programmes. Part of this monitoring and review is ensured through student evaluations of the School's academic and training programmes. Interviews with administrative staff responsible for conducting the evaluations confirmed that student evaluations are conducted for each course delivered on both academic and training programmes. However, while academics too confirmed that evaluations were conducted, they denied receiving any feedback as to the outcome of these evaluations for the past two years. The absence of student feedback to academics suggests that the system for the continuous monitoring and review of programmes may seem inadequate.

#### **4.3.4 Programme Performance**

The frequent measurement of the overall performance of education and training programmes is regarded as a vital indicator in determining whether the programmes on offer meet the needs of the market place. The performance assessment of academic, professional and administrative staff is of particular importance when measuring the overall success or failure of programmes. Whilst the University has commenced with a performance development system for professional and administrative staff in 2008, the implementation of this system is still in its infancy and has not filtered down to the staff level. Of particular significance though is that neither the University nor the School has in place a performance management system to assess or measure the performance of academics.

As part of measuring the success of its formal programmes, the Annual Report of the School publishes a range of detailed statistics with respect to the pass and failure rate of students on particular modules/courses. On the whole, the annual reports for the years 2006, 2007 and 2008 generally reflect a good pass rate. These results are communicated to the EMS Faculty for onward transmission to the broader University structures.

#### **4.4 Summary**

The chapter has provided a critical and in-depth analysis of the UWC School of Government's institutional platform and its Public Management and Governance education and training programmes. The analysis was focused primarily on the two key research questions referred to in the introduction of the chapter. The analysis was further guided by the application of the institutional and programmatic criteria set out in Chapter Two and briefly described in section 4.1 of this chapter.

The chapter illustrated the efforts made by the UWC School of Government to bridge the gap between the theory and practice of Public Administration as well as highlighted existing gaps. To this end, a review of the School's organisational platform revealed a number of strengths and weaknesses. The School's institutional strength lies in a number of areas. These include the School having extended its core activities to include training and consultancy as well as conducting applied policy research. A second strength lies in its multidisciplinary focus and diversity of programmes, coupled with autonomy of units to pursue their individual programme agenda. A third area of strength relates to the School's contribution towards the generation and dissemination of new knowledge in the field of Public Administration.

However, it may be argued that within its strengths, also lie its weakness. A consequence of the autonomous nature of the units is a loss of synergy across its various programmes. This may be evident in the fact that while individual units of the School have in place their own strategic plan, the School as a whole does not have a defined programme strategy. A second weakness relates to the large number of administrative and support staff who are employed on short term contracts.

The School's Governance and Public Management education and training programmes possesses a number of strengths and weaknesses. One of the key strengths relate to the fact that the University has in place a process for the formal review of the School's education and training programmes. A second strength lie in the fact that the majority of faculty members teaching on the School's Governance and Public Management programmes possess terminal degrees and that in the main they employ adult learning techniques across all of the School's education and training programmes. Furthermore, faculty of the School have infused the multidisciplinary nature of Public Administration into its programmes.

Some of the weaknesses in the School's programmes relate to the lack of a continuous process to review its programmes. Instead, the overall review, re-design and re-development of programmes were considered to be generally extemporized. While the majority of faculty members teaching/training on the School's programmes possess terminal degrees, the silo approach adopted by other units of the School coupled with a shortage of an adequate staff budget has without a doubt cast doubts as to whether the School's programmes have harnessed the full potential of a multidisciplinary School. This problem is further exacerbated by the fact that there is no significant involvement of practitioners in the School's programmes.

More over, with the exception of its Under-graduate degree programme and the training programmes that have relied on stakeholder consultation and inputs, the School's Honours and Masters programmes have not enjoyed the benefit of such consultations. More alarmingly is the fact that none of the School's formal degree programmes make provision for any form of structured learning (internships) by students. Lastly, a drawback of the School's training programmes is that there exists poor academic articulation between its training programmes and the formal degree programmes.

Chapter Five will provide a series of recommendations and a conclusion with respect to addressing the gaps between the theory and practice of Public Administration education and training.

## Chapter Five

### Recommendations and Conclusions

#### 5.1 Introduction

The provision of Public Administration education and training has been under the spotlight since the early 1990s. At the dawn of South Africa's democracy the reform of Public Administration education and training programmes was viewed as a critical requirement in order to address the capacity challenges of public servants serving in a "developmental state". More recently the field of study received prominence in the South African government's revised Human Resource Development for the Public Service Strategic Framework – Vision 2015, wherein it acknowledges the important role of higher education institutions (HEIs) in adequately preparing public servants to face the challenges of service delivery. Despite the extensive efforts made by HEIs in reforming their education and training programmes, there remain concerns regarding the gap between the theory and practice of Public Administration. The objective of this chapter is to encapsulate the discussions generated in the previous chapters, discuss the research findings and propose recommendations.

#### 5.2 Summation of Previous Chapters

**Chapter One** draws the reader's attention to the importance of this study and the research problem which was premised on the fact that there was insufficient analysis as to the causes for the gaps between the theory and practice of Public Administration. In the light of the above, this study focused on determining to what extent the School of Government (SOG) at the University of the Western Cape (UWC) has adapted its education and training programmes to meet the skills shortages of the public service and to determine what the current gaps are in the theory and practice of Public Administration education and training programmes?

The objectives of the research study were thus focused on:

- The role of HEIs in the provision of public sector education and training;
- The governance structure of the SOG;
- Factors relating to the planning, operation, support and results in the provision of the School's education and training programmes; and
- The relevance of education and training programmes in addressing the skills shortage of the public service.

In addition to the above, Chapter One described the research design and the various data collection methods to be used to gather and analyse information pertaining to the study. Data collection was based on a documentary survey of and interviews with key stakeholders involved in the design, development, delivery and management of Public Administration education and training programmes.



**Chapter Two** provides a conceptual definition of education and training and explores at a global and national level the broad role of HEIs in general, and their particular role in the provision of Public Administration education and training. The chapter traces the global and national debates with respect to how public servants ought to be educated and trained, followed by a comprehensive overview of the Public Administration education and training challenges faced in South Africa. In tracing the global and national debates, there was broad consensus that HEIs play a central role in preparing individuals for careers in the public service.

The chapter proceeded with a chronological description of the legislative and policy frameworks governing HEIs and the provision of Public Administration education and training in South Africa. An overview of the various models considered for the provision of Public Administration education and training in South Africa, as stipulated in the 1997 White Paper on Public Service Education and Training were highlighted, as well as the role of government training institutes and academies in meeting the education and training demands of public servants. The legislative and policy frameworks discussed in this chapter further confirmed the importance of involving HEIs in the provision of Public Administration education and training programmes. Despite the above confirmations, the chapter brought to fore serious concerns as to whether HEIs' programmes in Public Administration were adequately geared to meet the education and training needs of the South African public service. These concerns came to the fore during the Mount Grace I and II consultations of 1991 and 1999, the 2006 MINCOM Report, as well as by views expressed by various authors.

Towards the end the chapter presents a synopsis of various international standards of excellence models and criteria used to measure the performance of HEIs in the provision of Public Administration education and training programmes. Based on the standards and criteria that exist, the chapter concludes by proposing a model to measure the role and performance of the case by means of applying five criteria to measure the overall institution and the performance of the programmes offered by the SOG. In addition to the institutional criteria, the programme criteria focused on the School's programme development and review processes, its programme content, programme management and administration, and the performance of its programmes.

**Chapter Three** introduces the case study by first providing a brief historical overview of the UWC and the establishment of the SOG. The first part of the chapter provides a broad overview of the School in relation to its structure and programmes. The second part of the chapter provided an in-depth description of the SOG's leadership, structure and Public Administration and Governance education and training programmes.

**Chapter Four** was aimed at conducting an in-depth analysis and evaluation of the School based on the model proposed in Chapter Two. The analysis of the case study was carried out by means of applying the five criteria to measure the overall institution and the performance of the programmes offered by the SOG. The first part of the chapter focused on the institutional aspects, and hence provided an analysis of the School's institutional platform. The second part of the chapter, which formed the main basis of this study, provided a critical and detailed analysis of the School's programme development and review processes, its programme content, programme management and administration and the performance of its programmes.

### 5.3 Findings and Recommendations

The findings of the research have been structured in a manner that correlates with the institutional and programme criteria presented in the model adapted for this study as outlined in section 2.9.3 of Chapter Two. The measurement of the indicators is based on the analysis and evaluation of the case study conducted in Chapter Four and determines to what extent the SOG meets the criteria. More importantly though, the criteria and the measurement of the indicators is considered a valuable tool to be used to reflect the progress made by the SOG towards determining and bridging the gap between the theory and practice of Public Administration education and training programmes. The institutional and programmatic weaknesses highlighted below are symptomatic of underlying internal and external challenges. Some of these challenges are indicative of external constraints over which the School has little control, but there are internal areas which the School does have control over and could improve upon.

The findings of the study are structured in a manner that illustrates their relevance and applicability to other similar institutions involved in the design, development and delivery of Public Administration education and training programmes. Hence, the recommendations emanating from the findings are elevated to a broader level and which are applicable to tertiary institutions involved in the provision of Public Administration education and training programmes. Instead of separating the recommendations from the findings, the recommendations listed below are directly linked to the findings and are thus appropriately captured under individual headings.

#### 5.3.1 Institutional Criteria

The institutional criteria sought to determine the extent to which the School has in place a sound organisational platform which contributes towards the discipline of Public Administration. The institutional criteria and its associated indicators provides a basis to determine the extent to which the current organisational structure and platform aids or hinders the effective delivery of its Public Administration education and training programmes. In this respect, the research deductions are based on the following criteria and indicators.

Institutional Criteria	Indicators
Organisational Structure and Management	An organisational structure and management environment that supports and aids the overall design, development and delivery of Public Administration education and training programmes.
Strategic Planning Process	A developed and an up-dated programme strategy.
Financial and Budgetary Structure	A financial and budgetary structure that is transparent and efficient with a designated person(s) responsible for the programme should have budgetary control.
Contribution to the Discipline of Public Administration	Adequate support to generate and disseminate new knowledge in the field of Public Administration.

Facilities	Adequate and accessible facilities such as a library, support staff, classrooms, audio-visual equipment.
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On the whole, the study found that the institutional strength of the School is reflected in its core activities that comprise the Under-graduate and Post-graduate teaching programmes in Public Administration, conducting relevant and applied based research, providing training and organisational development services to the broader South African public service. The institutional platform is further strengthened through the inclusion of various academic, research and outreach units such as PLAAS, ACCEDE, ISD and Fairshare that have helped the School to broadly achieve a multidisciplinary focus and to provide a more diverse range of education and training programmes.

However, an inherent weaknesses in the structure and management of the School's programmes that prevent it from exploiting the full potential of its Public Administration education and training programmes lies in the fact that it has a flat organisational structure, the autonomous nature of its various units and a relatively poor management environment that is characterised by the infrequent nature of its management meetings. The major challenge and constraint in the School's Management Team meeting on an infrequent basis has been attributed to the inability or unwillingness on the part of constituent units to fully identify themselves with the School's core programmes in Public Administration. The above has clearly resulted in a lack of institutional and programmatic synergy across its Public Administration academic and training programmes. A further consequence of this lack of synergy has resulted in the broader School not having in place a developed and up-dated programme strategy.

#### **Recommendation 1:**

**Institutions involved in the provision of Public Administration education and training programmes must develop and implement a coherent programme strategy so as to create the necessary synergy amongst its various education and training programmes and to harness the full potential of a multidisciplinary school.**

The School has in place a dedicated finance and operations division with efficient financial and budgetary structures and processes in place. However, there exists an overall lack of financial transparency with respect to the manner in which funds are used within the School. Furthermore there is also a lack of authority and responsibility assigned to the Co-ordinators of the School's Under-graduate and Post-graduate programmes to effectively manage their respective programmes. In essence, while they have been assigned "academic responsibility", they have limited scope to influence the quality of the programmes through financial means. The challenge and constraint with regard to the provision of a programme budget to the Co-ordinators of the above-mentioned programmes relates to a lack of transparency on the part of the School as well as poor capacity to manage programme budgets.

#### **Recommendation 2a:**

**Co-ordinators responsible for the management and administration of Public Administration education and training programmes should be provided an annual budget for their respective programmes so as to exercise academic and management authority of their programmes.**

**Recommendation 2b:**

**Audited financial reports of Schools/Institutes/Department of Public Administration should form part of their annual report publication.**

The study revealed that both the University and the School in particular provide substantial support and access to academic staff so that they are able to generate and disseminate new knowledge in the field of Public Administration. It was noted in section 4.2.3 of Chapter Four that the School was the largest contributors towards the EMS Faculty's publication record in accredited and peer reviewed national and international journals. The generation and dissemination of new knowledge has particularly been enhanced through the extension of the School's core activities of teaching and conducting research to include the provision of training and consultancy services to the public sector. The above core activities of the School has inturn improved the interface between practitioners and academics, especially through the provision of training programmes. However, despite these positive developments, a major weakness in enhancing the generation and dissemination of new knowledge in the field of Public Administration lies in the fact that there exists no formal institutional mechanism to compel academics and researchers to engage in all four core activities of the School. The above has resulted in a loss of synergy and a fragmentation of its core activities. The major constraint in encouraging academics and researchers to engage in all the core activities of the School is an absence of an appropriate workload model. Furthermore, units of the School each have a different focus, hence the difficulty to compel or encourage academics to engage in all four activities.

**Recommendation 3:**

**Universities should formulate a workload model that extends the role of academics from teaching and conducting research to include the provision of training and consultancy services to the broader public sector.**

The study found that the School's institutional platform has adequate facilities (ie. library, support staff, classrooms, audio-visual equipment). Students registered for formal degree programmes have full access to the University and School's resources and facilities, but access to these and other University facilities are available on a limited basis to continuing education (short course) students. The major constraint in providing short course students full access to University resources and facilities lies in the absence of a University policy that recognises short course participants as "students" within the University.

**Recommendation 4:**

**Universities should have in place a Continuing Education (CE) policy that fully acknowledges training participants as University students and be provided full and equal access to University facilities and resources.**

### 5.3.2 Programme Criteria

#### 5.3.2.1 Programme Development and Review

The Programme Development and Review criteria sought to determine whether there were adequate processes in place for the review and development of education and training programmes and whether the programme design, educational strategy and faculty are adequate for the provision of Public Administration education and training programmes. The research deductions are thus based on the criteria and indicators listed here below.

Programme Development and Review Criteria	Indicators
Programme Development and Review Process	An adequate process for the development and review of programmes.
Programme Design	The programme has clear goals, objectives and an educational strategy which translates to its programme schedule, assignments and assessments.
Educational Strategy	An adequate educational strategy is in place for the teaching and training programmes.
Programme Faculty	The degree programmes have a core faculty of academics who possess terminal degrees and who are actively engaged in research and consulting services. The programme makes provision for practitioners to be involved in both teaching and training programmes.

The study found that the University has a well established programme development and review process in place. This was evident, as indicated in sections Chapter Three (sections 3.3, 3.8.2 and 3.8.3) as well as Chapter Four (Section 4.3.1.1). Academics within the SOG further acknowledged the importance to adequately and frequently develop and review academic and training programmes. Furthermore, the design of the School's education and training programmes are informed by clear goals, objectives and educational strategies based on adult learning techniques. The study further found that the School has a core team of academics who do indeed possess terminal degrees and that they are continually engaged in research and consultancy services.

In spite of the above acknowledgements and positive findings, the SOG is constrained by the fact that there is no systematic and continuous approach to determine and revise programme goals, objectives or the target group within the SOG. Practitioner involvement in the School's education and training programmes are limited due to poor budgets and planning.

#### Recommendation 5a:

Public Administration education and training programmes should be continuously reviewed and revised on an annual basis in line with the broad education and training needs of the public service as well as ensuring their relevance and applicability to the learning needs of students.

**Recommendation 5b:**

Greater effort should be made to engage public service practitioners in the design, development and delivery of Public Administration education and training programmes.

### 5.3.2.2 Programme Content

The Programme Content criteria sought to determine the extent to which the content of the education and training programmes have:

- Coherent and consistent programme goals, objectives and educational strategies linked to the requisites for a certificate or degree;
- Well defined target groups, stakeholder consultation arrangements and student exposure to the practical world;
- Cognisance of the multidisciplinary nature Public Administration; and
- Competencies, values and skills so that public servants act ethically, equitably and efficiently in providing services to the public. These four aspects are reflected in the table here below.

Programme Content Criteria	Indicators
Programme Coherence and Consistency	The content of the programmes articulate to the stated programme goals, objectives and educational strategy.
Formal Programme Requirements	The content encompasses the elements required in the requisites for a degree or certificate.
Programme Basis	The programmes incorporate “state of the art” concepts, insights, theories and methods and the teaching and training is evidence based.
Multidisciplinary Focus	The content of the programmes reflect the multidisciplinary nature of Public Administration as a field of study.
Practical Experience	Students graduating from degree granting programmes should have been exposed to some practical experience in the public or not for profit sector.

At a broad level, the study found the contents of the School's Under-graduate and Post-graduate Public Administration education and training programmes to be in line with the indicators listed above. The contents of the programmes articulated to the goals, objectives and educational strategies listed, and also encompassed the elements required in the requisites for a degree or certificate. The above was ensured, as discussed in section 4.3.2.1 of Chapter Four, through the quality assurance systems and processes in place to vet degree and short course programmes. Furthermore,

academics testified to the fact that through their research and consultancy services, they integrated state of the art concepts, insights, theories and methods in their teaching and facilitation of short courses. The study also found that the content of both the education and training programmes amply reflected the multidisciplinary nature of Public Administration. However, despite the content being broadly multidisciplinary in nature, the study found that the sustainable development theme was particularly absent from the content of the School's education and training programmes.

While the content and quality of programmes are subjected to scrutiny by various forums within the University, a disconcerting finding of the study is that the the Quality Assurance Office is dreadfully understaffed with only one person assigned to the office. Secondly, while Public Administration programmes play an important role in educating and training public servants, a second and equally disturbing finding of the study is that there exists poor articulation between the School's training programmes and formal degree programmes. The above poses difficulties to students who wish to study further. Thirdly, and more alarmingly, the study found that the absence of an internship programme at both the Under-graduate and Post-graduate levels was a barrier towards bridging the gap between the theory and practice of Public Administration. In the light of the above, the following recommendations are proposed.

**Recommendation 6a:**

The Quality Assurance Office of a Univesity should be staffed by an adequate number of qualified and experienced persons responsible for ensuring the overall quality of Public Administration education and training programmes.

**Recommendation 6b:**

Public Administration training programmes offered by Universities should build upon previous learning programmes undertaken by public servants and should articulate to formal degree programmes.

**Recommendation 6c:**

An internship programme, instituted by Universities in collaboration with the Public Service, should be made mandatory at the Under-graduate and Post-graduate level for students who have no prior work experience serving in the public service.

**Recommendation 6d:**

In view of the global changes and challenges in the provision of services to the public, the sustainable development theme should be incorporated into the curricula of education and training programmes in Public Administration.

### **5.3.2.3 Programme Management and Administration**

The Programme Management and Administration Criteria sought to determine the adequacy and manner in which programmes are managed and administered. In this respect, the following criteria and indicators were followed:

<b>Programme Management and Administration Criteria</b>	<b>Indicators</b>
Programme Responsibility	There should be clear lines of authority and responsibility for programmes and adequate administrative support.
Programme Budgets	There should be an adequate budget to achieve the goals and objective of each programme.
Participant Progress and Assessment	Students should be informed on a regular basis of their performance and their assessment must be based on published criteria.
Delivery Consistency	There should be consistency in the manner in which programmes are delivered.
Programme Monitoring and Review	There should be an adequate system to monitor and review programmes.

On the whole, the study found that the overall management and administration of the School's programmes is of a high standard and to a large degree met the criteria listed above. The SOG has in place clear lines of authority and responsibility for the management and administration of its formal degree and short course programmes and that there is an adequate number of administrative staff to support the implementation of programmes. Furthermore, the School has well established systems and processes for the regular availability and accessibility of information pertaining to student progress and their performance. In addition to the above, the study also found that the monitoring and review of programmes was ensured through evaluations conducted by students at the conclusion of a module or course.

However, despite centres and units of the School being assigned programme budgets, the study discovered that the Co-ordinators of the School's Under-graduate and Post-graduate programmes were not allocated a programme budget. This disquieting fact has resulted in the above co-ordinators being assigned "academic authority" without any financial authority to manage and administer their respective programmes. The study further found that the low academic staff complement assigned to the School's Under-graduate and Post-graduate programmes in Public Administration is symptomatic of an inadequate budget. This was attributed to the rather low subsidy assigned by the Department of Education to the subject of Public Administration which in-turn has resulted in the University assigning a less than optimal budget to the School.

A consequence of the disparity in the allocation of programme budgets has resulted in the units and centres of the broader School adopting a silo approach. The above has caused the fragmentation of programmes and the inefficient use of resources, thereby resulting in the low numbers of staff being assigned to the Public Administration teaching and training programme, as well as the School's inability to fully harness the potential of a multidisciplinary teaching and



training programme. A second lapse in the management and administration of the School's programmes relate to the fact that while module/course evaluations were until recently (two years ago) communicated to respective academics, this practice appears to have lapsed in the past 2 years and needs to be re-activated. The above clearly indicates a deficiency in the system for the continuous monitoring and review of programmes.

**Recommendation 7a:**

Co-ordinators of Public Administration teaching and training programmes should be vested with both academic and financial authority so that they may effectively and efficiently manage and administer programmes.

**Recommendation 7b:**

Education and training programmes should be co-ordinated to harness the full potential of a multidisciplinary teaching and training programme and to utilise resources more effectively.

**Recommendation 7c:**

Module/course evaluation should be carried out on a regular basis and the results thereof communicated to faculty members with the aim of improving the overall quality of education and training programmes.

#### 5.3.2.4 Programme Performance

The Programme Performance criteria set to determine the performance of academics and administrative staff in the provision Public Administration education and training programmes as well as whether general information of the overall programmes are available.

Programme Performance Criteria	Indicators
Performance management system	The overall performance of programmes should be measured on a regular basis and include an assessment of the performance of faculty and staff.
Basic Operating information	General information pertaining to number of participants, drop-outs and average study time should be available.

The study found that the overall performance of programmes were measured through the various reviews undertaken by the University. Furthermore, information pertaining to the operations of the School (number of students, drop-outs and average study time) are published in its Annual Report. However, the study also found that the University does not have a performance management system in place to measure the performance of its academic staff. However, the University has recently embarked upon a performance development system, but the system is still in its infancy and only applies to administrative staff at present. None of the staff have undergone an appraisal of their performance as yet.

#### **Recommendation 8:**

**A performance management system should be an essential requirement for the evaluation of both faculty, professional and administrative staff involved in the provision of Public Administration education and training programmes.**

### **5.4 Case Study Conclusion**

This chapter provides a summation of the previous chapters. The major findings of this study suggest that the SOG has made noteworthy progress towards adapting its Public Administration education and training programmes to meet the skills shortages of the public service. There are however a series of internal and external constraints that prevents the School from realising its full potential. These challenges and constraints have inhibited the School from ensuring that it delivers the most appropriate and suitable education and training programmes in Public Administration. While the School has little or no control over external challenges and constraints, these inevitably have a negative impact on the School's education and training programmes.

Some of the external constraints over which the School has no control include the very low CESM rating awarded by the DoE to the field of Public Administration. The low subsidy awarded to the field of Public Administration has translated into the School ultimately receiving a less than optimal staffing and operational budget for the implementation of its education and training programmes. A further external constraint relates to the variance in requirements between the DoE and PALAMA. For example, While PALAMA favours Universities presenting professional development programmes in the form of degree and short course programmes, the subsidy formula provided by the DoE increasingly encourages Universities to offer more academically oriented Masters programmes with a large thesis component.

At an institutional level, the study found that one of the major internal constraints relates to the structure of the overall School. The silo approach of the various units, programmes and centre has adversely impacted on its ability to exploit the full potential of the School. Furthermore, with the School based in the EMS Faculty, a second major constraint relates to the School competing with other faculty departments for resources and funding. For example, the current University staffing formula is based on student numbers which negatively affects what is essentially a Post-graduate school. A third internal constraint relates to the weaknesses identified in the overall leadership and management of the School's education and training programmes. Addressing the above external and internal constraints would certainly result in the School becoming a true centre of excellence in the provision of Public Administration education and training programmes.

### **5.5 General Conclusion**

The instrument used to assess the case study, namely the University of the Western Cape School of Government, was based on adapting the IASIA/UNDESA criteria for measuring the overall institutional and programmatic standards of excellence within a Public Administration education and training organisation. The application of the instrument was effectual in conducting an overall institutional and programmatic assessment of the case study and makes an important

contribution towards improving and strengthening the institutional platform and its programmes in the field of Public Administration education and training.

As discussed in sections 2.4, 2.5 and 2.9 of Chapter Two, institutions charged with the responsibility of providing Public Administration education and training bear the profound responsibility of having to produce competent public servants capable of confronting the daunting challenges of having to formulate and implement government policies. While on the one hand the study focused on a particular case study, the broad challenges faced by the 21 South African HEIs involved in the provision of Public Administration education and training (as discussed in section 2.5.1 of Chapter Two) as well as PALAMA and the provincial training institutes and academy (as discussed in section 2.8. of Chapter Two) cannot be ignored. In fact, the significant variation in the breadth and depth of programmes on offer at the above-mentioned institutions raises serious questions as to whether the institutions and its programmes are properly and adequately geared towards addressing the education and training needs of the public service. More importantly though, this raises serious questions as to whether the profession of Public Administration has in place any set standards against which it may be measured. The IASIA/UNDESA set of criteria form an internationally recognised benchmark against which institutions and their programmes could be assessed to determine their relevance and worth towards educating and training public servants. In the light of the above, and in the absence of a recognised benchmark, the application of the adapted instrument, though regarded as a “self assessment instrument”, may well be applied to any other institution involved in the provision of Public Administration education and training programmes. This provides a firm basis for the evaluation of institutions charged with the responsibility of educating and training people for careers in the public service. The assessment instrument could form the basis to professionalise Public Administration education and training in South Africa and would help to ensure that the right type of education and training programmes are offered to new and existing public servants. It could in particular eventually form the basis for the accreditation of institutions involved in the education and training of public servants in South Africa.

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